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**REPORT**  
**OF THE**  
**COMMISSION OF INQUIRY**  
**INTO THE**  
**AFFAIRS OF**  
**THE BHARAT SEVAK SAMAJ**  
**(VOLUME II)**

*Chairman*

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**GOVERNMENT OF INDIA**  
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## CHAPTER 4

### JAN JAGARAN SCHEME

#### Preliminary

According to the Audit Report of 1964 the Jan Jagaran Scheme comprised the following programmes:—

- (a) Bharat Sevak—a journal;
- (b) Jan Sahyog Kendras (Public Co-operation Centres);
- (c) Bulletins;
- (d) Brochures;
- (e) Mass Contact.

4.2 These programmes were started from 4th November, 1953 and continued upto 1965-66. The amount of grants as shown in the Audit Report *i.e.*, up to 31st March, 1964 was Rs. 28,45,564.52 but the total grants up to the end of 1965-66 amounted to Rs. 36,18,535.60. The Commission has prepared table 4-A for the years 1953-54 to 1965-66 showing the grants given during the years, the grants released, the amounts utilised, the amounts refunded, unspent balances, percentages of utilisation, balances left with the Samaj, and the amounts adjusted, and other relevant information as shown therein.

4.3 The history of the starting of this scheme was no different from the other schemes which were proposed and worked by the Samaj and financed by the Planning Commission. At a meeting of May 29, 1953 which was attended by the representatives of the Planning Commission it was decided by the Ministry of Information and Broadcasting to allocate Rs. 1.5 crores for integrated publicity. Out of this Rs. 2 lakhs was to be spent by the Planning Commission through voluntary organisations. But it was not clear whether the Bharat Sevak Samaj was represented at this meeting.

#### Objects

4.4 In July 1953 the Samaj submitted an application to the Planning Commission asking for financial assistance to set up an Information Board the objects of which were the following:—

- (i) to explain to the country the aims of the Five Year Plan;
- (ii) creating conditions to enable individuals to make maximum contributions in advancing the objects of the Plan;
- (iii) to make every man, woman and child, understand the social process of planning in

a democratic State and thus bring forth all the latent creative urge of the community which was so essential for the success of democratic planning.

To achieve these objectives the Samaj had decided:—

- (1) to publish a fortnightly journal in English and Hindi;
- (2) to start publicity and propaganda campaign;
- (3) to publish pamphlets, posters and prepare scripts for dramas, films, dialogues, etc.

4.5 Mr. Chakradhari Aggarwal, the ex-Secretary of the Jan Jagaran Group has deposed that the scheme was not of the Samaj but the suggestion came from the Secretary of the Information and Broadcasting Ministry, the late Mr. Lad. It is difficult to verify this from a man who is no longer amongst the living but the language used in the letter of Samaj above referred to asking for financial aid contradicts Mr. Chakradhari Aggarwal's version. The language used was:

"The Central Board of the Bharat Sevak Samaj has decided to set up an Information Board....."

#### Triple Programme

4.6 This was a triple programme of the Samaj in order to popularise the Plan, to explain its objectives and to get the citizens to contribute their latent creative urge to democratic planning. This was the language used by the Samaj.

#### The Bharat Sevak Journal

##### *The Bharat Sevak*

4.7 The Commission will begin with the journal which the Samaj named the "Bharat Sevak". It was the first programme in this attempt of the Samaj at publicity of the Plan. The purpose of this journal was stated to be:

- (1) to cater to the needs of the workers of the Samaj, the intellectual cross-section in the country, and "inspire exposition of the Bharat Sevak Samaj to citizen";
- (2) to furnish material to the workers of the Samaj to enable them to carry the message of the Samaj to the farthest corners of India which would help in the utilisation of the potential idealism that was running waste in those days;

- (3) to help people to appreciate to what the Plan promised to hold for them, and also how best they could participate in its implementation;
- (4) to help to remove doubts that had arisen or were likely to arise in the minds of the people with regard to the programme and implementation of the Five Year Plan.

### Creative Writers

4.8 In order to achieve these objectives through the journal the Samaj proposed to get the assistance of creative writers and artists and produce literature in simple language which would be understood by the common people, and there would also be the preparation of posters, placards, script for dramas, films and radio talks and songs. At the outset it may be observed that there is precious little evidence before the Commission of these high sounding means having been employed or even attempted to be employed.

4.9 Besides, the four objectives set out above are not indicative of plan publicity being the dominant objective nor is the primary purpose shown to be the familiarization of the citizen with the process of planning in a democratic society. The instruments for publicity and the machinery of voluntary workers to be set up such as editors, journalists and writers, had to produce publicity material for the workers of the Samaj at the various sub-centres so that they might keep before the Samaj workers certain targets of activity and directives of the Central Samaj and the high lights of Five Year Plan. Thus the scheme envisaged a dual objective, the emphasis being on the work of the Samaj, plan publicity being incidental thereto.

### Help of the Press

4.10 Another activity which the Samaj proposed to undertake, to put it in the language employed by the Samaj, was to establish closer contacts with editors, and journalists all over the country and to supply them current reports and news about the activities of the Bharat Sevak Samaj, the progress of the Five Year Plan, statistical material and properly documented and drafted articles bearing on the work of the Bharat Sevak Samaj. This would have required a highly trained staff of Bharat Sevak Samaj workers well versed in modern economics and social thought. There is, however, no evidence on the record of the Samaj having any such staff or its having taken the help of such agency nor has the Samaj adduced any evidence that it endeavoured to equip itself or was equipped with the ability to make any such endeavour. No economists of note or writers well known in the literary world of

economics or political science have been mentioned before the Commission who made contribution towards any such thought.

4.11 It was also proposed to get the support of the Press for allowing certain amount of free advertising space for publicising the Bharat Sevak Samaj and its activities in terms of the Five Year Plan, and to request cinema exhibitors to allow free exhibitions of slides bearing on the same. There is no evidence that this expectation was realised or efforts were made to realise it.

4.12 The letter of the Samaj above mentioned stated that the Samaj had been able to secure willing co-operation of some of eminent writers, social workers and artists. If there were any such persons their names are not disclosed by the evidence in the files. Besides the Samaj, it said, would require financial support to carry out these following programmes:

- (1) For English and Hindi Journals Rs. 30,000 p.a.
- (2) For publicity and propaganda Rs. 15,000 p.a.
- (3) For dissemination of information Rs. 15,000 p.a.
- (4) For preparation of materials, slides etc. Rs. 5,000 p.a.

making a total of Rs. 65,000 but the Samaj asked for a grant of Rs. 50,000 up to March 31, 1954.

4.13 From this application of the Samaj to the Planning Commission it appears, as already, said, that the emphasis of the Samaj was on its own workers and its own publicity, and the objective was to project itself and the propaganda for the Plan, whatever it was going to be was incidental only.

4.14 Mrs. Durgabai Deshmukh the then Member, Social Service, in the Planning Commission asked her office to examine the scheme and suggested that after examination half the amount might be given. The matter was then discussed with Mr. J. N. Sahní, a well-known journalist, and a revised estimate was submitted by the Samaj giving an estimated expenditure of Rs. 21,350 but the Planning Commission for reasons which are not clear on the record sanctioned a grant of Rs. 25,000 for bringing out the Hindi and English editions of the 'Bharat Sevak', out of which Rs. 20,000 was released as advance payment and the balance was released on March 25, 1954.

4.15 In October 1954, the administrative control over the scheme submitted by the Samaj was transferred by the Planning Commission to the Ministry of Information and Broadcasting.



4.16 On August 13, 1955 the Samaj submitted proposals for grants-in-aid for their publicity work during the Second Five Year Plan, the total of which came to about Rs. 2.5 millions (Rs. 24,97,000 to be exact). The details of the scheme were as follows:

(1) Public Co-operation Centres; 33 one in each Pradesh at Rs. 5,000 per annum each	Rs. 8,25,000
(2) Bulletins; 4 in number	Rs. 97,200
(3) Pamphlets 4 annually in Hindi and other Indian languages	Rs. 1,75,000
(4) Mass Contact through public meetings and	Rs. 12,50,000
(5) The Bharat Sevak	Rs. 1,50,000
	Rs. 24,97,200
	or say Rs. 24,97,000

This was to cover all the five activities which the Bharat Sevak Samaj proposed to undertake. When required by the Ministry, the Samaj sent a detailed scheme in which *inter alia* it was stated that the Information Department of the Samaj, which carried out non-official publicity of the Plan and constructive activities in the country, would do so by publications and by speeches made or "word of mouth" as the Samaj has put it.

4.17 The Commission has prepared tables 4-B, 4-C, 4-D, 4-E and 4-F given herein which contain relevant information regarding financial details e.g., grants given, amounts expended, and the details of printing and distribution of the journal.

4.18 The first of these tables, marked 4-B is for the period 1953-54 to 1965-66. It shows the expenditure on the publication of the journal as claimed by the Samaj, the amounts received on the sales and advertisements, the difference between the expenditure claimed and the amounts received by sales and advertisements i.e., the net expenditure, the expenditure admitted by the Ministry for purposes of grant and the pattern of assistance given by Government i.e., the basis on which the grants were to be given.

The main items in this Table are:—

Total expenditure claimed by the Samaj	Rs. 6,37,912.68
Expenditure not admitted	Rs. 69,650.82
Expenditure admitted	Rs. 5,68,261.86
Income from sales and advertisements	Rs. 1,78,471.11
Net expenditure admitted by Ministry and grants given	Rs. 3,89,790.75
Percentage of grant to Expenditure admitted	3,89,790.75
	$\frac{5,68,261.86}{3,89,790.75} \times 100$
	= 68%

Therefore in the production of the Bharat Sevak, whatever its utility and that will be discussed

later, the Government of India contributed 68 per cent of the expenditure admitted by the Ministry to be allowable.

4.19 These accounts show that Government did not allow out of the expenditure claimed a total sum of Rs. 69,650.00 but the Samaj has not shown that it had any funds of its own or it had raised moneys to meet this disallowed expenditure. So it may be concluded that this must have been met out of the unspent balances of the grants which have remained with the Samaj. In this connection it will be pertinent to remark that for the years 1959-60, 1960-61 and 1961-62 the Ministry had agreed to meet the deficit of the Jan Jagaran scheme to the extent of Rs. 1,09,166.23 but this amount does not seem to have been actually paid. If and when it is paid the percentage of expenditure met by Government would be very much more than the 68 per cent the figure mentioned above; i.e., 70.53%.

4.20 Table 4-C prepared by the Commission shows the circulation of the journal—both English and Hindi—comprising the number of copies printed, the number sold, the number distributed free and the number remaining unsold or undistributed. The percentage of free distribution in the case of English language publication varied from 13.42 per cent in 1963-64 to 71.78 per cent in the first year of publication, i.e., 1953-54. The corresponding figures in the case of Hindi journal are 16.77 per cent in 1961-62 to 87.72 per cent in the first year i.e., 1953-54. The percentage for the Hindi weekly varied from 18.61 in 1962-63 to 63.28 in the first year of conversion into Weekly i.e., 1959-60.

4.21 Another Table No. 4-D shows the number of copies sold, and the income therefrom which should have accrued and the income which is shown to have been received and the incomes which have not been accounted for.

4.22 In its grants the Ministry had a condition that information with regard to print orders and distribution of each issue of the 'Bharat Sevak' "will be made available to the Ministry". This information has not been made available to the Commission and there is nothing to show that the Samaj supplied it to the Ministry for all the years. There is, however, on record a letter of April 19, 1960, which gives the number of copies for free distribution to be 1,316 out of which 679 were English and 637 Hindi. Amongst the recipients of the free copies were field workers of the Samaj, advertisers, field officers of the Ministry of Information and Broadcasting, social welfare organisers, high Government officials including Governors and Chief Ministers and Ambassadors from foreign countries. There is also a list on the record of the recipients of these free copies, but this is a scanty kind of information because at the most it can be for one year. The Samaj has not supplied any mailing list for other years.

4.23 The sales included the names of persons who were either employed as Sahyogis in the Lok Karya Kshetras or were Pracharaks, Mukhya Pracharaks in the Jan Jagaran Group and the accounts show that the price of these journals was deducted from their salaries in various lump sums. Thus out of salaries payable out of Government grants the price of the journal in differing amounts was deducted and shown as sales so that the income arising from sales was partly the deductions from the salaries of the persons employed by the Samaj on its schemes and paid out of Government grants. It seems to be the case of the Samaj that those copies were given to the Sahyogis and Pracharaks etc. for sale and they must have received the price from the buyers but whether those people had actually succeeded in selling or not is nowhere shown.

**Copies of the Journal neither sold nor distributed free.**

4.24 From Table 4-C the following figures have been compiled. The total number of copies of the English 'Bharat Sevak' not sold or not distributed was 18,238. A similar figure for the Hindi monthly was 9,310 and for the Hindi weekly was 18,102 making a total of 45,650. This shows that not only could the sales of these journals not be effected, even their free distribution could not be organised. Calculated in terms of money, the price of these unused copies at the annual rates of subscription comes to Rs. 17,374.00 which must be taken as having been a waste. So all the fan-fare with which the scheme was started and all the number of persons that the Samaj had employed both in the Lok Karya Kshetra and in the Jan Jagaran Group were found to be unequal to the task of even free distribution, what to say of organising sales. So if the journal was started for plan publicity and the other objectives claimed for it, then that objective was not achieved to any expected extent, thus exposing the inutility of the scheme.

4.25 Mr. N. D. Chawla in his statement on April 20, 1972 stated the journal was also distributed free at the annual gatherings of the Samaj and that is not included in these figures. But when asked if there was any record of this fact the witness was unable to state that there was any nor produce any document in support of this fact.

4.26 A reference to Table 4-D shows the amounts which should have been recovered as price of the copies sold during the various years which when totalled comes to Rs. 1,75,320.70. The amount shown as actually collected as price of the copies sold is Rs. 1,28,283.42; thus showing the income of sales to be less by Rs. 47,037.28. These figures have been worked out at the rate of annual subscriptions and not per copy assuming that all the copies sold were sold at the

rates which annual subscriptions should have brought to the Samaj. Thus, besides the wastage of Rs. 17,374.00 as mentioned in the preceding paragraph a sum of Rs. 47,037.28 was short collected out of the sales effected.

**Sale on credit**

4.27 The accounts of the Jan Jagaran group of schemes as on March 31, 1966 show that some of the sales of the journal were on credit and the amounts outstanding on these sales was Rs. 32,227.49. Thus out of the sales shown to be of the value of Rs. 1,28,283.42 a sum of Rs. 32,227.49 was not recovered which works out to 25% of the sale proceeds as unrecovered amount.

Besides this the accounts as on March 1, 1966 show that out of the advertisement charges Rs. 9,230.06 was outstanding on March 31, 1966. From this the following emerges:

In a tabulated form the amount will be as follows:

Sales proceeds should have been	Rs. 1,75,320.70
Actual sales proceeds shown	Rs. 1,28,283.42
Difference	Rs. 47,037.28
Amount due for sales on credit	Rs. 32,227.49
Unrealised amount on account of advertisements	Rs. 9,230.06
Copies remaining unsold	Rs. 17,374.00
	Rs. 1,05,868.83

Thus Rs. 1,05,868.83 is money unaccounted for, comprising money shown short in actual sales, money due on sales on credit and price of issues not sold or distributed free.

4.28 When the Ministry was questioned by the Commission in the questionnaire about the amounts outstanding on sales made on credit and of the amount due as arrears of advertisement charges the reply of the Ministry was as follows:

"While admitting the expenditure for grant, this Ministry used to take into account the expenditure as actually incurred and authenticated by the Chartered Accountant. Therefore, perhaps, it was not considered necessary to take into consideration assets/securities of Bharat Sevak Samaj representing the outstanding/adjustable amounts".

4.29 When the Samaj was asked about these amounts its reply was that these amounts did not concern the Ministry "as the corresponding credit for these credit sales was always given to the Ministry at the time when the amount was debited to the individuals or firms concerned;" in view of this it was not necessary to get the ap-

proval of the Ministry as the money when realised was not to be credited to the Ministry. Even technically the Samaj is not right in taking the position that this money was not to be credited to the Ministry. The scheme was financed by the Ministry and on this account the Ministry had an outstanding balance against the Samaj of a sum of Rs. 1,40,000 or thereabouts. If the Samaj had realised the outstandings, then the amount of deficiency would not have been so large. These moneys belonged to the Government of India and if the Samaj allowed them to remain with others who should not have been allowed to retain them, then to that extent the moneys of the Government of India have been misapplied.

#### **Revision of the pattern of assistance for the Bharat Sevak**

4.30 In the beginning of the scheme the pattern of assistance was that the Government paid by way of grant, the gross expenditure minus the receipts from out of sales and advertisements etc. In the year 1959-60 there was revision of this pattern of assistance. The assistance for the 'Bharat Sevak' was limited to Rs. 30,000 and any expenditure in excess of that was to be borne by the Samaj. The Samaj, by its letter dated June 15, 1961, requested for a revision of this formula and asked for a cent per cent grant as in the running of the scheme there was a deficit. The Ministry examined the scheme; and the following note was recorded by an officer on June 30, 1961:

"The Government of India has dozens of its own publications like the Bharat Sevak journal and, therefore, we do not want to encourage unnecessary expenditure on this journal. In fact, there has been a lot of public criticism as to why should a journal like the Bharat Sevak be subsidised at all, when the Government has its own vast and comprehensive machinery for publicity of the Plan."

All this shows that the Ministry itself was not really satisfied with the working or the manner in which the Samaj worked the journal.

4.31 In answer to a question by the Commission as to why the Samaj was used for Plan Publicity when Government had its own media of publicity, Mr. Padmanabhan, Deputy Secretary, Ministry of Information and Broadcasting referred to para 2.82 at page 44 of the 68th Report of the Public Accounts Committee for 1966-67 where it is stated as follows:

"The witness (The Secretary of the Ministry) further added that any plan publicity work done by Government agencies would have but a limited approach, and however great the coverage of that approach its credi-

bility is limited. On the other hand a voluntary organisation would increase and expand the credibility of the Plan because a voluntary organisation was free to answer many questions much more freely and without reservation than a Government Organisation could. He, however added, "I would still feel—whether you give grants to Bharat Sevak Samaj or not—that there is a case to give grants to voluntary organisations to further Plan Publicity".

4.32 In this connection it might be observed that out of the grants given for Plan Publicity to the voluntary organisations during the First Plan period the Samaj got 90 per cent; during the Second Plan period it got 96 per cent of the grants, and during the Third Plan period upto December 31, 1963 it got 94 per cent of the grants. And for all these three periods, the average amount works out at 95 per cent of the grants.

4.33 Mr. Padmanabhan added that even their field workers have to seek non-official assistance in their efforts to publicise the Plan which is a better way of approaching the people. That may be so but that does not prove the necessity of duplication of the medium used by the Ministry itself and does not answer the point made in the noting of the Information and Broadcasting Ministry dated June 30, 1961 referred to above.

#### **Review of the Journal by the Ministry**

4.34 The 'Bharat Sevak' was started in the year 1953-54. The Ministry of Information and Broadcasting agreed to pay a grant for the journal which was gross receipts *minus* the income received; but no conditions were imposed as to the supplying of any or even fixed number of copies to the Ministry. However from the year 1958-59 there was a general condition applicable to all the grants made to the Samaj under the Jan Jagaran scheme requiring it to submit a half-yearly progress report of each item. The only record showing any review of the journal by the Ministry is of September 2, 1966 which relates to the period ending March 31, 1966, *i.e.* about 13 years after it started; and the verdict is contained in the following words:

"They do some sort of Plan publicity and they do in a different key."

This review was by the Directorate of Publicity Division of the Ministry which was asked by the Ministry to examine the contents of the journal to see if it was subserving the objectives for which it was started. It may here be observed that the letter of the Ministry to the Samaj dated August 8, 1966 contains the following which is very pertinent:

"that a copy each of the English and Hindi versions of the Bharat Sevak journal published during the year 1965-66, may please be sent to us to verify that they really publicise plans. It

may also please be confirmed that all the publications of the Samaj are duly vetted by the Committee headed by Shri Amar Nath Vidyalandkar, M.P. .

And it leads to the conclusion that previously no such journals were sent and the Ministry was not certain that the publications of the Samaj were vetted even by the Committee of the Samaj known as the Amar Nath Vidyalandkar Committee. This was in the year 1966 and this is demonstrative of the Ministry's lack of interest in the journal and also that it kept no kind of control on it.

4.35 The assessment referred to above of the Publication Division is a very vague assessment of the performance of the journal and there is nothing to show that a careful scrutiny or examination of the matter appearing in the journal was made. It was made by Mr. M. N. Gupta, a Hindi writer. It was marked to him on the 1st September and he wrote his cryptic remarks on the 2nd September. How much time he actually devoted to the assessment is not clear and which and how many issues he examined is also not clear.

4.36 Mr. Padmanabhan, Deputy Secretary of the Ministry of Information and Broadcasting brought to the notice of the Commission the report of the Samanta Committee which had been appointed to assess the work done by the Samaj of Plan publicity. Referring to grants for Plan Publicity at page 31 in para 3.68 and to the 'Bharat Sevak' and a number of books and brochures published by the Samaj, it said:

"The 'Bharat Sevak' in our opinion is primarily intended for the benefit of workers of the Samaj, for their guidance, direction and enlightenment. As such it cannot be treated as a commercial undertaking. We feel that they should continue to receive the same subsidy. Any revenue the Samaj might get should be utilised for their further improvement."

4.37 Even this report does not show that the 'Bharat Sevak' was subserving the objective of Plan Publicity on the other hand it shows that the 'Bharat Sevak' was primarily intended for the benefit of the workers of the Samaj for their guidance, direction and enlightenment. So even that Committee did not credit the 'Bharat Sevak' with carrying out the objectives of Plan Publicity but gave it a limited utility of bringing guidance, direction and enlightenment to the workers of the Samaj which one would not imagine was the objective of spending Rs. 3.89 lakhs; because the instructing of Bharat Sevak Samaj workers could not be the function of the Government.

#### **The extent of Plan Publicity**

*The Bharat Sevak and Plan Publicity done through it:*

4.38 The Samaj has produced before the Commission the issues of its English and Hindi

editions of the Bharat Sevak Samaj. The articles given therein have been analysed by the Commission and a table prepared showing the number of pages used for Plan Publicity; for the publicity of the Samaj itself; and miscellaneous including advertisements. This Table 4-E. This table is only for the issues which have been produced before the Commission. The Samaj has not produced all the issues for all the years during which the "Bharat Sevak" was in existence and the Commission could therefore analyse only what was produced before it.

4.39 The figures worked out show that in the English edition 17.71 per cent of the space was used for Plan Publicity and in the monthly Hindi edition 12.07 per cent and in Hindi Weekly edition 8.86 per cent. The articles which have been taken into account as part of Plan Publicity are those which have some relation to economic matters or matters relating to progress in industry, agriculture and social welfare and these have been taken as part of Plan Publicity though strictly they may not be so. The balance of the pages was either devoted by the Samaj for publicising its own activities or those of its leaders and workers or were advertisements, thus, showing that the primary objective of the Bharat Sevak was to project its own image and the subsidiary objective was the social and economic affairs on matters relating to the Plan.

4.40 The Ministry of Information and Broadcasting was asked why assistance was given to journals the object of which was to cater to the needs of the workers of the Samaj and to give an "inspiring exposition" of the Bharat Sevak Samaj to the citizens of India. The reply of the Ministry was that the Bharat Sevak Samaj was an All-India unofficial body registered under the Societies Act to whom a grant-in-aid of Rs. 26,500 had already been given by the Planning Commission in 1953-54 and then the whole scheme was transferred to the Information & Broadcasting Ministry; that the Bharat Sevak Samaj was approved by the Planning Commission as a publicity medium; that it was necessary to provide the workers of the Samaj with material to help them to discharge their responsibility effectively i.e., the message of the Plan, and without publicity through this journal the field workers would have been without a direction from the Central Office. In short, for the delivery of the message of the Plans effectively, the field workers were required to function as a trained army and not "as hordes working at cross-purposes". For that reason the propaganda of the Samaj was an imperative and compelling necessity.

4.41 This leads one to the conclusion that the Samaj was given this subsidy so that it could instruct its field workers to deliver the message of the Plans effectively. In other words this journal was the vehicle used to first convey to

the workers what the Plans meant so that they in turn could be the means of acquainting the people with the advantages of the Plans. This would presuppose the contents of the journal to be exclusively confined to the Plan, its extent and scope and the advantages that would accrue therefrom. The projection of the image of the Samaj was therefore not within the scope of the scheme. Any matter which related to the Samaj and its contributions, its activities or the extent thereof, was not to be published in the journal. Surely public revenues cannot be allowed to be expended for sulogising private organisations and their leaders. This would be so even in the case of the Samaj which simultaneously claimed to be a wing of the Planning Commission and voluntary social body absolutely unofficial in character.

4.42 The Government had its own media for Plan Publicity. Either those media were too inadequate and ineffective or it was just a means of giving a fillip to the Samaj. The Ministry has not given any definite reply on this point and its attitude has not been unequivocal.

So it comes to this that Government had to build up the Samaj to do its Plan Publicity. It may be that the agencies of the Government alone had to decide whether this was a proper method of giving publicity to the Plan but nothing has been produced before this Commission to show that as a matter of fact this publicity through the Samaj did any good either to the Plan or to the people who were supposed to be benefited by the Plans. How the Plan Publicity was better carried out or even satisfactorily done through this medium, has not been shown by any materials or facts and figures placed before the Commission.

4.43 The Commission would like to draw pointed attention to the following passage from the reply of the Ministry which gives support to the idea that the building up of the Samaj with a dedicated and disciplined cadre was considered an imperative necessity. Does it not imply that neither the Government agencies nor those who were employed in its Publicity Department were either dedicated or disciplined nor did they form such a cadre which could make the public aware of the message of the Plan or help in its implementation. The relevant portion of the reply was:

"The Publication of the Bharat Sevak Journal was, therefore, an imperative necessity to build up a dedicated and disciplined cadre whose duty was to make the people aware of the message of the Plan and thereby to secure their willing co-operation for its implementation."

4.44 In one of the sittings of the Commission when Mr. Padmanabhan, Deputy Secretary, Ministry of Information and Broadcasting was being examined, the representatives of the Samaj, Mr. M. M. Wakhre was asked to comment upon the Table 4-H dealing with the Bulletins. He, in his reply, strongly relied on the Samanta Committee Report, paragraphs 3.27 and 3.68, but there is also at page 31 paragraph 3.67 of the Report which is as follows:

"We have perused several issues of the 'Bharat Sevak' and examined a number of books and brochures and bulletins published by the Samaj. The 'Bharat Sevak' in our opinion is primarily intended for the benefit of workers of the Samaj, for their guidance, direction and enlightenment. As such it cannot be treated as a commercial undertaking. We feel that they should continue to receive the same subsidy. Any revenue the Samaj might get should be utilised for their further improvement."

This paragraph also shows that the primary objective intended to be achieved by means of the 'Bharat Sevak' was "for the benefit of workers of the Samaj for their guidance, direction and enlightenment". That is not a verdict in favour of the utility of the 'Bharat Sevak' for the purposes of doing plan publicity, howsoever helpful it may be to the workers of the Samaj or in enlightening them in regard to the utility of the Plan.

4.45 In the opinion of that Committee the journal was not to be treated as a commercial undertaking because it was giving "enlightenment" to the workers of the Bharat Sevak Samaj. That, in the opinion of the Commission, was not the proper approach to the utility of the 'Bharat Sevak', which was intended as shown by the proposal of the Samaj for the purposes of doing plan publicity and making the citizen aware of the extent and utility of the plan, of rousing his enthusiasm and inviting his participation.

4.46 The Commission has at length analysed the various aspects of the 'Bharat Sevak' and it is not necessary to say anything more excepting that the continuance or the non-continuance of the grant is a matter entirely for the Government but no evidence has been led to show that the journal in any way subserved the purposes for which it was started, so much so that it could neither be sold to the reading public nor even be distributed free as a number of copies were left unsold and undistributed which is tabulated in Table 4-C.

### **Conversion of the Hindi 'Bharat Sevak' from Monthly to Weekly.**

4.47 The 'Bharat Sevak' as originally started was a monthly journal both in English and in Hindi. From the month of January 1960 the Samaj converted the Hindi monthly into a weekly journal but without obtaining the approval of the Ministry at least at the time of conversion.

4.48 On June 7, 1960, *i.e.*, six months after the conversion, the Samaj wrote to the Ministry that they had a scheme to convert the 'Bharat Sevak' Hindi Monthly into a Weekly in order to increase its circulation, to get more advertisements and to reach a larger section of the public, specially the masses. It also said that the scheme had been examined by Mr. J. N. Sahni, a well-known journalist and by the Group Working Committee, the Works Committee and the sub-Committee appointed for the purpose and had been found to be satisfactory; and also this would enable the two journals to be self-supporting or at any rate would require much less grant-in-aid. But this hope does not seem to have materialised; as a matter of fact, the grants required and given were considerably larger. Further, it was said that the Hindi Weekly had been in existence for 3 months although in the report sent on January 24, 1961, they mentioned that it had been in existence since January 26, 1960.

4.49 The reasons given by the Samaj for not informing the Government was that it was not sure that it could run the weekly edition satisfactorily but when it was satisfied that it could be so run, it approached the Government for a formal approval of this conversion, making the issues to be 52 per annum with 40 ordinary and 12 special numbers instead of one per month.

4.50 The Ministry only asked for the financial implications of this conversion and by a letter of August 6, 1960, were told by the Samaj that additional staff would have to be employed and the cost would thereby go up, making a total of Rs. 88,400 which included extra staff, additional paper, printing etc. This contradicts the statement of the Samaj that by this conversion the journals would be self-supporting or require lesser grant-in-aid. But the Samaj reiterated in the letter that "the uncovered balance would be met, it is hoped, by sale and income derived from advertisements" and yet the ceiling was sought to be raised to Rs. 50,000 from Rs. 30,000. The two statements are not in accord, *i.e.*, a higher ceiling plus a raise in the expenditure and the journal becoming self-sufficient or less costly to run.

4.51 To this request for a rise in the ceiling, the reply of the Ministry was that before it

could agree, it will have to examine the relevant data. It was also pointed out that as the conversion into a weekly had been without its approval, the financial liability for this action would be that of the Samaj. But it asked for further information.

4.52 In spite of reminders no reply was received from the Samaj till June 29, 1961 when the Samaj said that it had reconsidered the matter and it did not want to pursue the issue regarding the raise in the ceiling. But previous to the letter above-mentioned, the Samaj on June 15, 1961, had submitted to the Ministry that 82.5 per cent of the entire expenditure of the 'Bharat Sevak' without any ceiling should be met from out of Government grants and they continued to press the Ministry with that request. On August 6, 1962 the matter was discussed in the Ministry where besides the Secretary of the Ministry there were present Mr. H. K. D. Tandon, Mr. Krishna Prasada representing the Planning Commission (he was also Secretary of the Samaj), M/s. C. B. Sharma, Chakradhari Aggarwal and Gian Singh representing the Bharat Sevak Samaj, and it was there decided that the already existing subsidy was inadequate and Government Grant was raised to 75% of the expenditure subject to a ceiling of Rs. 60,000 or the net expenditure *i.e.*, the gross expenditure minus the receipts whichever was less; thus, although the Samaj had asked for Rs. 50,000 as the ceiling and the Ministry was reluctant to give that, it agreed to a Rs. 60,000 ceiling which was to be effective for the year 1962-63. However, in 1963-64 at the instance of the Finance Ministry, the Government grant was restricted to 66 per cent of the gross expenditure subject to a maximum of Rs. 50,000 or gross expenditure minus the receipts whichever was less.

4.53 The submission of Mr. Padmanabhan, who was a witness for Information & Broadcasting Ministry, was that by the new arrangement the Government would have had to pay less but that does not appear to be correct in all cases. For instance, if the total expenditure was a lakh of rupees under the old arrangement, the Government would have paid only Rs. 50,000 even with a grant of 82.5 per cent and under the new scheme it would have to pay Rs. 60,000 even though the grant was reduced to 75 per cent.

4.54 The annual expenditure on the 'Bharat Sevak' even after the conversion showed wide fluctuations as is shown by Table 4-F attached hereto where the number of copies printed, both in English and in Hindi including the weekly edition, the total expenditure and what was expended on salaries and allowances, paper, printing and blocks, postage and non-recurring have



been shown. This, read with Table 4-B, will show the corresponding entries of receipts, net expenditure, expenditure admitted by the Ministry and what was the basis of grants, i.e., the pattern of assistance.

4.55 These Tables show that up to 1961-62 the ceiling was Rs. 30,000; in 1962-63 the ceiling was raised to Rs. 60,000 and the pattern of assistance was also changed. Thus, this conversion of the monthly Hindi Journal into a Weekly Hindi journal although it was done without the approval, permission or sanction of the Government, did cost the Government extra money although the Samaj had represented it to be an expense saving step.

4.56 The Samaj for some reason unknown reverted to their original monthly Hindi Journal as from December 1963. This also was done without permission, sanction or approval of the Ministry. When asked why they did not ask for the sanction or the approval of the Ministry, the Ministry replied as the previous conversion was without approval, the question of approval for reconversion did not arise.

4.57 Another fact which may be mentioned at this stage is that the Samaj, in spite of its previous acceptance of the pattern of assistance was pressing the Ministry for meeting the entire deficit for the three years from 1959-60 to 1961-62 to which the Ministry on June 2, 1964 agreed in principle and this came to a tidy sum of Rs. 1,09,166.23. It appears, however, that no sanction was issued although the Ministry had agreed to meet the deficit. This deficit, it must be made clear, was not only on account of 'Bharat Sevak' but on the entire Jan Jagaran Scheme.

4.58 In this connection a reference may be made to a Memorandum at page 280 of the Sixty-Eighth Report (Third Parliament) of the Public Accounts Committee of the year 1966-67. This Memorandum contains the minutes of the meeting of the Sub-Committee of the Coordination Committee for Public Co-operation held on May 5, 1966 in the office of the Planning Commission which was presided over by Mr. Krishna Prasada, Secretary of the NACPC (National Advisory Committee on Public Co-operation) and he was a General Secretary of the Bharat Sevak Samaj and the first matter discussed in the Committee was the financial assistance to the Jan Jagaran Group of the Bharat Sevak Samaj. Mr. H. K. D. Tandon of the Planning Commission mentioned that the deficit of the Samaj had affected its quality of work in field publicity and it was desirable that the assistance which could be given to the Samaj was given quickly. Mr. Pandita of the Information & Broadcasting Ministry mentioned that the total financial picture of the Samaj was not available. However, "the Committee felt that

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the quantum of deficit had already been accepted by the Information & Broadcasting Ministry and that while the Public Accounts Committee's recommendation should be fully taken into account, whatever has already been found to be due to the Bharat Sevak Samaj might be paid to them. In so doing, the Information & Broadcasting Ministry would no doubt take into account any adjustment that might be necessary on account of wrong classification of expenditure etc., which are stated to have been brought to their notice by the Audit Party".

On this the note of the Secretary of the Ministry of Information & Broadcasting was as follows:—

"I feel (i) would be the better course but we should have recourse to it only after the Samaj has submitted consolidated accounts or the A.G.C.R. is satisfied fully that Samaj is incapable of rendering them".

(Sd)

29-8-68

Suggestion (i) is best. Minister may please see.

(Sd.)

30-8-68

(i) Refers to the recommendation of waiving the recovery from the Samaj.

4.59 The matter was then sent to the Minister and he just initialled the recommendation signifying that he accepted the recommendation that the recovery of the amount due from the Samaj might be waived in terms of the recommendation made. Then the matter was referred to the Ministry of Finance and their recommendation was that as the consolidated accounts had not been produced no payment should be made and there the matter rests.

4.60 At this stage it may be remarked that when the grants are given and accepted, the conditions imposed in the grant or contained in the Financial Rules are also accepted and this was accepted by Mr. C. L. Kohli for the Samaj and also that whenever grant was given, the Samaj sent to the Ministry its acceptance of the conditions attached to the grant. In view of this it is a little difficult to accept the justification for an *ex post facto* review for changing the pattern of assistance and paying the entire expense incurred by the Samaj. This overlooks all the previous reasons which were given for imposing a percentage of the expenditure to be paid by Government and imposing a ceiling on the maximum grant particularly that portion which is contained in the noting (dated January 19, 1960) of Mr. J. J. Karam where it was stated that this ceiling had been imposed because there was an upward trend in expenditure and a downward

trend in income and any suggestion made by the Ministry as to this was resented by the Samaj. Besides this recommendation takes no account of the utility and the quality of the performance or its being commensurate with the expense. But it appears the criticism of Mr. Karam was ignored and his noting found little support in the Ministerial upper echelons.

#### The inclusion of news letter in the Bharat Sevak

4.61 The report regarding the Jan Jagaran activities from January 1, 1956 to November 15, 1956 shows that the Samaj had decided to include a news letter from each State to give to the readers and the workers of the Samaj an insight into the working of the Samaj in various Pradeshes (States) "and also to keep them acquainted of the various social and economic problems that faced the Bharat Sevak Samaj workers in course of their activities—these letters are expected to throw sufficient light on the problems of the Bharat Sevak Samaj activities and the steps taken by it to solve them". The news letters were intended to give opportunity to the members of the Samaj in the different States of expressing their views pertaining to the Samaj with specific reference to their own State; and most of the issues which have been produced before the Commission contain an account of the activities of the Samaj in different States. The information given in these news letters gives an account of what the different States were doing and also gives the achievements of the Samaj in the States. But the question is whether this was a part of Plan publicity for which the expenditure was to be met out of public revenues.

4.62 The Ministry when questioned as to why these news letters were allowed to be included in the 'Bharat Sevak' and subsidy given therefor, have submitted a kind of an apologia for the Samaj. The reply of the Ministry to Part XXX of the questionnaire issued to it by the Commission was:

"That with a view to gain from each other's experience, it was necessary for the workers to know the activities of their fellow workers their problems and their achievements. The inter-change of experience rendered possible by the publication of Bharat Sevak Journal helped the workers to avoid pitfalls and to adopt the most effective techniques for publicising the Plan".

This reply of the Ministry is just an assertion a kind of *ipse dixit* without showing the material on which it is based. There is nothing to show that pitfalls were pointed out in the matter of Plan Publicity nor how it helped to avoid them in other places. No indication of this is given in the reply.

4.63 The Ministry has not shown that this matter of the newsletter was considered in the Ministry or their attention was directed to it or that it was after a careful consideration of the matter that they concluded that this was a part of the Plan Publicity. There is little in these news letters which would support the reply of the Ministry; it was no function of the Ministry to finance the Samaj to help their workers to avoid pitfalls. One should have thought that when a responsible Ministry like the Information and Broadcasting delegates a particular function to an organisation and pays for it, it takes good care that the organisation has sufficiently properly trained workers who would not fall into pitfalls and who would be sufficiently familiar with the technique of publicising the Plan. Even at the expense of repetition it has to be emphasised that there is precious little in these newsletters which will support what has been stated in the answers by the Ministry. One should have thought that the Ministry would have referred to some portion of the record in its possession and would have produced documents before this Commission that the attention of the Ministry was drawn to this matter and after careful consideration it came to the conclusion that the newsletters were a part of the Plan publicity or subserved its purposes. Mere assertions and *ipse dixits* are of little assistance and cannot be a substitute for evidence.

4.64 The Samaj itself has attached to its report on the Information Department a letter dated September 29, 1956 from its Organising Secretary, Mr. Chakradhari Aggarwal to the Pradesh Convenors in which the objective of the news letters was stated as follows:

"It has been decided to include a news letter from each State in the 'BHARAT SEVAK' so as to give the readers and the workers of the Bharat Sevak Samaj in an insight into the working of the Bharat Sevak Samaj in various Pradeshes and also to keep them acquainted with the various social and economic problems that face the Bharat Sevak Samaj workers in course of their—activities—These news letters are expected to throw sufficient light on the problems of Bharat Sevak Samaj activities and the steps taken by it to solve them.

These news letters will give you sufficient opportunity of expressing your views on matters pertaining to Bharat Sevak Samaj with specific reference to your State and giving suggestions for improving the state of affairs.

It is necessary, therefore, that the news letters are written by person duly authorised by the Pradesh Convenor or by the Secretary of the Pradesh Information Committee so that they may command confidence and can be considered authoritative.



These 'Newsletters' should reach 'the Editor, Bharat Sevak', 25, Theatre Communication Building, Connaught Circus, New Delhi, by the 15th of each month.

I am sure that you will take full advantage of this offer and get the assistance of the columns of the 'Bharat Sevak' which is the monthly organ of the 'Bharat Sevak Samaj' for the solution of your problems and for further consolidation of your achievements."

4.65 This shows that the objective with which the newsletters were started was not to better subserve the technique for publicising the Plan but it was for the solution of the problems of the workers and for consolidation of their achievements. In other words, it was to consolidate the Samaj itself.

#### Unauthorized given of quota paper :

4.66 The Samaj was getting a special quota of printing paper for the Bharat Sevak on the recommendation of the Registrar of Newspapers. It appears that on July 1, 1963 the Bharat Sevak Samaj transferred to the Bharat Sadhu Samaj 46 reams of mechanical glazed paper from out of this quota given to it by the Chief Controller of Imports and Exports for its journals. This was done without any sanction from the proper authority. This information about the quantities received by the Samaj is contained in a letter from the Chief Controller of Imports and Exports to this Commission dated March 18, 1971.

The Inspection Report of the Accountant General for the year 1964-65 contains the following regarding the use of quota paper by the Bharat Sevak Samaj:

"The mechanical glazed paper is a quota paper and the transfer of such paper to another organisation could be made only under proper sanction. No paper could, however, be produced to show whether the transfer was covered by the sanction of the proper authorities, such as Registrar of Newspapers etc. The circumstances under which quota paper was transferred to Bharat Sadhu Samaj without proper sanction and the amount had not yet been recovered even after the lapse of about three years requires investigation. This is brought to the special notice of the Government of India, Ministry of Information and Broadcasting".

4.67 In its reply to the objections of the Accountant General the Samaj submitted that this quantity of paper was given on loan basis to the Bharat Sadhu Samaj which had not returned it. This information was supplied to this Commission by the Ministry. It appears that this matter is still under correspondence between the

Ministry and the Samaj, the last reminder sent by the Ministry to the Samaj was on September 15, 1969. The reply of the Ministry to questionnaire by the Commission is dated March 4, 1971. This shows that the Ministry has done nothing about this breach on the part of Samaj.

This is not only an infringement of the rules as to a quota received specifically for the publication of the Bharat Sevak, it is also wasting of public moneys.

#### Payment of money for editorial assistance to the printers—The Rakesh Press, Delhi :

4.68 The Accountant General of Central Revenues has pointed out that during the period August 16, 1962 to September 30, 1965, Bharat Sevak Samaj paid an amount of Rs. 200 p.m. to Rakesh Press for editorial assistance. This is the press which was printing the monthly Bharat Sevak and the total amount thus paid was Rs. 5,103.22. The objection of the Accountant General was as follows:

"That the payment was made to the Press during the period from August 16, 1962 to September 30, 1965, after which the arrangement was stopped and the work had since been taken up by the Samaj itself and done by the Editorial Staff of the Journal. On enquiry, it was stated that the Editorial assistance was obtained in respect of proof reading and corrections of manuscripts etc. The circumstances under which a technical job was entrusted to the owner/employees of Press, who could not be expected to be qualified persons as to make corrections in the manuscripts etc. and the reasons as to why the work which now being done by the Editorial staff of the Samaj without any increase in the staff could not be done earlier, may please be elucidated".

4.69 The Accountant General has supplied to this Commission the reply of the Samaj which was as follows:

"The payment of Rs. 200 made to Rakesh Press relate mostly to the period when the Bharat Sevak Journal was published Weekly and the job of proof reading could not be undertaken by the staff employed in office and however, shortly after the publication was converted to monthly edition, the position was reviewed by the Samaj and the staff employed in the office was asked to do the job themselves and the payment to the Press was stopped".

4.70 Although there was editorial staff which the Samaj had employed and paid for out of the grants and presumably its functions included proof reading, it entrusted the proof reading to the proof-readers of the printers. One does not

know whether in the terms and conditions entered into by the Samaj with their printers this was a part of the printers' job or of the editorial staff employed by the Samaj itself.

4.71 Now the Samaj has tried to show that the payment to the Rakesh Press was necessitated by the conversion of the journal to a weekly journal and that after reconversion the payment to the Press was stopped. This statement is not in accord with and is contrary to proved facts. The Samaj paid this extra remuneration from August 16, 1962 to September 1965. The conversion of the journal to a weekly was in January, 1960 and the reconversion to a monthly was in Xemm December 1963. Therefore proof reading was done by the Bharat Sevak Samaj staff up August 15, 1962. And as the weekly ceased to exist in December 1963 there was no necessity of the extra proof reading after that date. Hence the payment after that date was unjustified. And this contradicts the statement of the Samaj giving the conversion of the monthly journal into a weekly journal to be the reason for the extra payment. It means that for a period of 1½ years after the reconversion, the Rakesh Press was being paid an extra payment of Rs. 200 for whatever it was doing but it was not for the reason given by the Samaj. The Commission is unable to accept the justification for this payment at any stage. The letter of the Samaj dated 6/8 August, 1960 to the Ministry shows that 4 new posts of one Sub-Editor, one advertisement manager, a clerk typist and an Assistant, were created when the monthly was converted into a weekly. If these posts were filled up as indeed they were as shown by the ledger entries then there can be no justification in giving any additional sum of Rs. 2,400 per annum to the Rakesh Press.

4.72 Further, it appears that before the Accountant General, Central Revenues went into the matter and gave the Inspection Report for 1964-65, the Ministry was unaware of the fact that this extra work had been given to a private printer.

#### Brochures :

4.73 Another scheme submitted by the Bharat Sevak Samaj was the publication of brochures, four to be published annually, in Hindi and in various other Indian regional languages. This scheme was proposed in a letter dated August 13, 1955 to the Information and Broadcasting Ministry asking for a grant. The objective of this scheme was educating the masses with regard to the National Plans and seeking their co-operation. The scheme contained in the proposal ended with the following words:

"In the context of literacy figures being astoundingly low so that the masses cannot derive benefit from the written work, mass con-

tact and programmes perform a vital role so that they derive gain from the spoken word".

With that objectives the Samaj proposed dissemination of useful and educative information from Public Co-operation Centres, Press, Literature (pamphlets) exhibitions and public meetings. But it was mentioned that the Samaj had no funds and it was, therefore, necessary for it to approach the Government for grant-in-aid.

4.74 The Ministry, as it has happened in other cases, was readily prepared to accept the scheme and asked it to be properly drawn up and submitted to the Ministry. The Samaj submitted the scheme on November 1, 1955. Although the Samaj had said that written words did not reach the masses because of the latter's colossal illiteracy, the scheme sent by it proposed four pamphlets of about 32 pages each relating to the Plan and printed in 11 Regional Languages besides English and Hindi and these were to be distributed free. The cost of editing and publishing was put at Rs. 12,500 per pamphlet or Rs. 50,000 for the four pamphlets.

4.75 The Ministry in 1955-56 sanctioned a grant of Rs. 30,000 for the publication of these brochures without taking into consideration what the Samaj had itself emphasized that the people were illiterate and therefore unable to benefit from the written word. In its affidavit, the Ministry has stated that during the year 1956-57 grants of Rs. 15,000 for brochures were given with the condition that information would be sent to the Ministry of the number of copies printed, distributed and the topics selected would not be those covered by the Publication Division of the Ministry.

4.76 During the years 1955-56 to 1965-66, the grants made by the Ministry totalled Rs. 2,33,228.30. The amounts during the various years rose from Rs. 28,000 in the year 1955-56 to Rs. 53,755.98 in the year 1960-61 and then it gradually tapered off to Rs. 4,243.54 in 1965-66.

4.77 A complete list of the brochures has not been produced by the Samaj before the Commission but from the material produced by the Ministry, a Table has been compiled showing the subjects contained in the brochures (Table 4-C).

4.78 It appears that no information was given to the Ministry of the subjects chosen by the Samaj or the titles or details of the subject-matter of the brochures for approval of the Ministry nor were the manuscripts of the brochures sent to the Ministry up to November 1964. From a letter of Major Ramchandra, General Secretary of the Samaj, dated January 20, 1965, it appears that in the Inspection Report on the Jan Jagran Scheme for the year 1961-62 the

Accountant General suggested the desirability of constituting a Committee of representatives of the Samaj and of the Ministry to examine the manuscripts of the publications and it further appears from the letter that the matter was discussed between the Joint Secretary of the Ministry and the General Secretary of the Samaj on November 23, 1964 and a committee was set up by the Samaj the Chairman of which was Mr. Amar Nath Vidyalkar, M.P., for the purpose of "vetting" the matter to be published in the brochures. The correspondence shows that this committee vetted four publications, beginning their work in February 1965. Subsequent to that date also vetting was done by this committee. Thus the Ministry left it to a Committee of the Samaj to decide about the appropriateness of the subject matter of the brochures.

#### 1955-56 to 1958-59 :

4.79 There is a note submitted before the Public Accounts Committee which is at page 410 of the 34th Report of that Committee. It shows that the brochures published in the year 1955-56 were not subjected to examination but those published in the next year were scrutinised by the Publications Division and were found not to be duplications. The brochures published during the years 1957-58 do not seem to have been examined and assessed but those brought out during the year 1958-59 were examined and the expenditure on 6 out of the 13 brochures published was disallowed.

#### 1958-59 :

These six brochures were the following :

	Rupees
1. Sixth Annual Convention of Bharat Sevak Samaj review by Shri Nandaji. (English).	328.66
2. Sixth Annual Convention of Bharat Sevak Samaj review by Shri Nandaji. (Hindi).	214.39
3. Bharat Sevak Samaj Proceedings of the Fifth Convention. (English).	341.50
4. Bharat Sevak Samaj Proceedings of the Fifth Convention. (Hindi).	334.50
5. Bharat Sevak Samaj Annual Report. (English).	802.76
6. Bharat Sevak Samaj Annual Report. (Hindi)	812.23
Total :	2,834.04

4.80 In the year 1959-60 the Samaj was warned that the cost of 6 brochures would not be admitted as 3 of them were not connected with Plan Publicity and 3 related to Lok Karya Kshetras, a scheme which was separately subsidised by the Planning Commission. But when the accounts for the year 1959-60 were received the three relating to the Lok Karya Kshetras were included in the accounts and it appears that they were not disallowed. Further review by Mr. G. L. Nanda of the "Sixth Annual Convention of the Samaj" in Hindi which was one of the three

brochures disallowed in the year 1958-59 was reprinted and its expenditure shown in Bill No. 2446 on April 30, 1959 was paid, it appears, twice once on July 9, 1959 and second time on September 25, 1959. The Hindi Brochure, as the file of the Samaj shows, was included because according to the view of the officials of the Samaj the expense on these brochures was a legitimate expenditure payable by the Ministry vide note of Mr. Gian Singh of the Samaj dated August 9, 1959 attached to the relevant vouchers. Thus, it appears that the expenditure on a Brochure which was disallowed was included in the accounts of 1959-60 and two payments were made for the same bill which as Mr. Sundararajan Padmanabhan, Deputy Secretary, Ministry of Information and Broadcasting explained in his evidence before the Commission could not have come to the notice of the Ministry as the Ministry has to go by the audited accounts submitted by the Samaj where only the total expenditure is shown and not expenditure on each and every brochure. The explanation given by the Samaj to the Ministry was that the objectives of the Plan and of the Samaj were identical and that indirect publicity which they were doing was preferable to the direct publicity but they agreed to bear the expenses of those three brochures. Besides this the Ministry took objection to another brochure sub-nominee "Food from Waste" but they ultimately allowed its expenditure in spite of the fact that much of it was borrowed from publications of the Indian Council of Agricultural Research.

#### 1960-61 :

4.81 In their half-yearly report for the period April 1, 1960, to September 30, 1960, the Samaj itself stated that there was a large amount of accumulated literature (really brochures) for which there was neither a clientele in the rural areas nor was there any other machinery to dispose it of. The Ministry thereupon observed that during the period there was no priced literature brought out and what was brought out was only the reprints of the two brochures, one relating to the Lok Karya and the other to participation in food campaign and further out of the balance of the stock of the priced literature of 41,680 copies, 81 copies were distributed free and 296 were sold, leaving an unsold balance of 41,313 copies; and that out of the free literature, there was a balance of 44,225 copies out of which 11,590 were distributed still leaving a balance of 32,635 copies undistributed.

4.82 The Ministry in its letter of March 13, 1961, expressed concern over the lack of machinery for the disposal of accumulated literature and the fact that it had been found difficult to clear stocks of priced literature some of which were published 5 or 6 years previously and also that the Samaj was finding it difficult even to distribute free literature. That was the position in the first half of the year 1960-61.

4.83 In the second half of that year, a Deputy Secretary of the Ministry undertook the function of examining and assessing the brochures and remarked on July 7, 1961 :

"The books appear to be quite useful".

Out of 12 publications brought out during that year, 9 were novels by Yagya Dutt Sharma which appear to be reprints and 2 dealt with Lok Karya Kshetras and the rest dealt with participation of the Bharat Sevak Samaj in the food campaign. These were also reprints of the books brought out in 1959-60 and expenditure on all of them was allowed.

The brochures produced by the Bharat Sevak Samaj could not be sold nor even distributed free which was demonstrative of the poor quality of the material produced by the Samaj and of lack of proper arrangement for distribution. But what is surprising is that even after this the Ministry was not careful in restricting the money given in grants to the Bharat Sevak Samaj or insisting that both the material produced and the system of its distribution required a great deal of improvement.

4.84 The Ministry was greatly concerned about accumulation of these brochures and wanted to know if there was any machinery set up for their disposal. The Samaj in its reply dated March 30, 1963, said that the old priced brochures were intended for publicity of the Plan and there was very little demand for such literature from the general public but they would make efforts to persuade the libraries to purchase them. Thereafter there was noting in the Ministry though of a junior official indicating that the bringing out of these brochures was absolutely futile as admitted by the Samaj itself that there was no demand or clientele for these publications. The matter was discussed on April 16, 1963 in the Ministry with the representatives of the Samaj and they pointed out that the sale of pocket book series was quite encouraging, forgetting that they were the novels of Yagya Dutt Sharma, which were being sold at the railway book-stalls of A.H. Wheeler & Co. Unfortunately, in spite of the fact that the futility of these publications was admitted by the Samaj itself, the grants continued to be given. If nothing else it shows that lower echelons of the Ministry had a more accurate view of the performance of the Samaj which seems to have been lost sight of when the matters went higher up or to the *officiers de bureau superieure*.

#### 1962-63 :

4.85 There are no records of 1962-63 as it has been stated that they have been destroyed; but the utter want of demand during this period of the literature produced by the Samaj is shown by a letter of the Samaj of March 30, 1963.

#### 1963-64 :

4.86 The notings of the Ministry show that they were cognizant of the brochures not fulfilling the objectives for which the Samaj was being paid; it was, therefore, suggested that the matter be discussed with the representatives of the Samaj. The Under Secretary, however, did not agree about one of the two pamphlets and he thought that the one relating to the Chinese Aggression fell within the objectives of the publications for which grants were being given. Even he forgot that the grants were given for Plan Publicity and not for writing about Chinese Aggression howsoever laudable the objective might have been. In this year a sum of Rs. 2,727 spent on a brochure relating to the story of the Ramayana was disallowed subnomine *Manas ka Samajak Darshan*. The Samaj raised objections in regard to this disallowance. The matter was referred to Dr. A. R. Baji, Director, Research Division of the Ministry who opined that it had no connection with Plan Publicity. The Samaj again made a representation and Dr. A. R. Baji who had previously said that the publication had no bearing direct or indirect with the Plan, recommended the allowance of the expenditure on the ground that there was nothing in the conditions of the grant militating against its admissibility. But he stuck to the opinion that it had no direct or indirect bearing on the Plan Publicity and yet he recommended the expenditure to be admitted as a special case and the Ministry admitted the expenditure which in the opinion of the Commission was not warranted by the terms of the grant and even the opinion of a gentleman of the position of Dr. A. R. Baji could not enlarge the scope of the objectives of the Plan and its Publicity to include a story from the Ramayana.

#### 1964-65 :

4.87 The four publications brought out during this year were subjected to a scrutiny by the Publication Division and they were highly critical about their comprehensiveness and the authenticity of the material vide letter dated June 23, 1965. But it was also stated that the matter did relate to Plan Publicity but similar matter had been brought out the Publication Division itself and therefore it was duplication and the Samaj should refrain from publicity of a general character.

4.88 On receipt of the report of the Publication Division the Ministry wanted further information and consideration pointing out certain matters as to whether all brochures involved duplication, and if not, which one did. This time the Publication Division on August 28, 1965, changed their opinion and said that besides plan publicity the pamphlets make the Bharat Sevak Samaj workers conscious of their responsibility and there was scope for such pamphlets and whether they were being effectively brought

out was a different matter, whatever this may be. The grants, however, were continued by the Ministry but at the same time they communicated the views of the Publication Division to the Samaj. This does not show that the Ministry officials were quite clear as to what the Plans were and what publicity could be given to them or should be given.

#### 1965-66 :

4.89 Five pamphlets were brought out in this year: 2 unpriced and 3 priced and the Publication Division was of the opinion that the unpriced ones brought out the role of the Bharat Sevak Samaj in the Five Year Plans and therefore served the purpose of the Plan Publicity. About the priced ones also they were of the opinion that they were not duplications. They pointed out that it would be a good idea if the Bharat Sevak Samaj coordinated its publishing activity with those of the Publication Division which was much better equipped to bring out "written publicity literatures" and because of this the cost of the publication was allowed.

4.90 It appears rather extra-ordinary that publicity of the Samaj itself was considered to be publicity of the Plan and although the Government had better materials for bringing out publicity literature, that which was produced by the Samaj regarding self-Sufficiency and Family Planning, however different it may be from that which was by the Government, was accepted although its quality was not considered to be of a high order.

4.91 To sum up the position as shown by the record was this :

**1958-59 :** Thus out of the publications six brochures out of thirteen were not admitted by the Ministry.

**1959-60 :** In this year six brochures were objected to as 3 related to Lok Karya Kshetras and the other three did not relate to plan publicity. But somehow the expenditure was admitted showing lack of will on the part of the officials of the Ministry to observe the conditions of the grant to be relevant.

**1960-61 :** In 1960-61 according to the report of the Samaj for the first half there was no demand for the literature which had accumulated in large numbers. Out of the priced publications numbering 41,680 the number unsold or undistributed was 41,313. Of the free literature, out of 44,225 only 11,590 were distributed leaving a balance of 32,635 copies. This shows that even free literature was not much in demand or there was no machinery to distribute it. In the second half out of 12 publications 9 were novels in Hindi; 2 dealt with Lok Karya Kshetras and the remaining one with the participation of the Samaj in the food campaign.

**1962-63 :** There are no records. They are stated to have been destroyed. But the Samaj admitted by letter March 30, 1963 that there was no demand for this literature.

**1963-64 :** The Ministry noting, may be by a comparatively minor official, pointed out the futility of the literature but an Under Secretary thought otherwise and referred to the Pamphlet on Chinese aggression. Rs. 2,727 on the Ramayana was disallowed. But on representation of the Samaj Dr. Baji who had opined against the publication had second thoughts and the grant was passed.

**1964-65 :** The four publications of the Samaj were found to be a mere duplication; and the Ministry asked for categorical assessment as to duplication from its Publication Division and it changed its opinion and the grant was released.

**1965-66 :** The pamphlets brought out by the Samaj were found to be proper although two of them related to the Samaj and the grants were paid.

#### The number of publications by the Samaj under the Jan Jagran Scheme

4.92 In reply to the questionnaire issued by this Commission neither the Ministry nor the Samaj have given a complete list of the publications brought out by the Samaj under the Jan Jagran Scheme. But from the documentary evidence before the Commission a list of 159 publications has been prepared, and they are analysed in the Table 4-G attached hereto. The evidence, (the documents), produced by the Ministry show that the half-yearly reports by the Samaj to the Ministry gave a total number of 120 publications and it is not clear whether the remaining 39 were reported to the Ministry or not.

4.93 The Samaj has produced before this Commission 97 publications out of the 159 found by the Commission to have been published. Out of these 97 only 19 relate to the Plan Publicity; 39 of these relate to the activities of the Samaj or the speeches made by its leaders; 20 are novels and short stories on social themes and 19 relate to biographical sketches, *yoga-asans*, speeches of leaders including Mr. G. L. Nanda and other general topics which do not have much, if any, direct relation to the Plan or its publicity. The details of all these have been worked out in the Table 4-G attached.

4.94 In the scheme which was submitted by Samaj in 1955 for publications in connection with the public co-operation it was to bring out 4 pamphlets per annum relating to the Plan and these were to be printed in regional languages besides English and Hindi and they were to be distributed free. The position of the Ministry as discernible from Mr. Padmanabhan's evidence

is that the scheme proposed by the Samaj was to form a kind of basis for consideration and that in the grants no conditions as to the number of publications or pages was specified and also that the scheme was meant to be operative in the Second Five Year Plan. But actually it was put into operation in the year 1955-56 from June 25, 1955.

4.95 The number of publications in languages other than Hindi and English was 22; 4 in Urdu and 4 in Punjabi, 2 in Gujarati, 2 in Marathi, 2 in Tamil, 2 in Telugu, 2 in Canarese, 2 in Assamese, 1 in Bengali and 1 in Oriya. The rest of the publications are in English or Hindi.

4.96 In the Scheme the pamphlets were to be of 32 pages and the publications produced before this Commission show that 4 of them had more than 200 pages, 31 had 44 or less than 32 pages and the remaining had between 33 and 200 pages.

4.97 Although the scheme envisaged the free distribution of these publications, out of the 97 produced before the Commission 41 were unpriced and the rest were priced.

#### **Sasta Sahitya Mandal :**

4.98 On November 15, 1962, the *Sasta Sahitya Mandal* (hereinafter termed 'the Mandal') through a Mr. Martand Upadhyaya wrote to Mr. G. L. Nanda, Minister for Planning, offering their services in the production and distribution of educative and informative literature of the Samaj. Thereafter an agreement arrived at between the Samaj and the Mandal in regard to the Samaj publications was as follows:

(1) The Mandal and the Samaj would jointly publish a series of books under appropriate names.

(2) Upto 10 books will be issued in a year.

(3) The volume of each publication, probably meaning the size, and the subject-matter were to be settled between the two organisations.

(4) The funds were to be provided by the Samaj.

(5) The writing, editing, printing and sale etc. of the publication will be the responsibility of the Mandal.

(6) In working out the expenditure the items to be taken into account will be paper, printing, designing, blocks, binding, remuneration of the authors or their royalty and overhead charges @ 6½ per cent on the items of expenditure above-mentioned.

(7) The profits or losses would be shared equally between the Mandal and the Samaj.

These publications were to be issued before March 31, 1963. The Mandal was asked to go ahead with its arrangements. The Samaj was to provide the necessary funds not exceeding Rs. 20,000 upto March 31, 1963. It appears, however, that the amount advanced was Rs. 10,000 paid on February 16, 1963. There was to be an editorial committee consisting of—

Mr. J. N. Sahni

Mrs. Savitri Nigam

Mr. S. Gopal Shastri

Mr. Shanti Lal Gupta

The arrangement was that the editorial committee would vet the manuscripts before they were printed.

The Mandal produced 3 books in the year 1963-64 the cost of which was Rs. 4,697.00. They were—

(1) Progress in 15 years

(2) Manas Ka Samajik Darshan

(3) Priksha Ki Ghari.

The material for the 1st and the 3rd was provided by the Samaj and it consisted of annual publications of the Indian National Congress or the Government publication called "15th Year of Indian Independence". The third was a religious theme connected with the Ramayana which, however, laudable or even attractive to the Hindus, can have no connection with Plan Publication.

The only publications brought out by the Mandal were the three mentioned above. The cost of production of these was to be borne by the Mandal and the profits/losses were to be shared.

4.99 The records show that out of these publications, copies worth Rs. 1,694.65 were sold to the Lok Karya Kshetra Workers and Information Centres of the Bharat Sevak Samaj. The number of unsold copies returned were of the value of Rs. 1,677.86 and the Mandal returned Rs. 7,426.65 on various dates beginning from May 17, 1966 to October 23, 1967. The money was paid to them in February 1963. Besides this, there was a profit of Rs. 799 which was paid to the Samaj by the Mandal which was included in the payments above mentioned made to the Samaj.

4.100 So, all this time a sum of Rs. 10,000 out of the grant which were given by the Ministry, was given by way of advance to the Man-



dal and it remained unspent with it for all this period. Neither the delegation of the functions of the publication nor allowing the Mandal to keep this money for a long period with them had the previous sanction and approval of the Ministry, nor can it be justified.

4.101 During the year 1963-64 the Samaj did not bring out any publication other than the three pamphlets which had been published by the Mandal but the Samaj continued to maintain its staff and the office and total expenditure on salaries and other contingencies was Rs. 7,254.57 as follows:

Salaries and allowances . . . .	6,008.16
Paper, Printing and Blocks, etc. . . .	62.00
Postage and Stationery . . . .	735.18
Conveyance . . . .	6.88
Contingent & Misc. expenses . . . .	442.35
<b>Rs.</b>	<b>7,254.57</b>

This expenditure related to brochures only.

4.102 If the entire responsibility was delegated to the Mandal one should not have imagined that the Samaj would continue to employ its staff for publication purposes, at least, not for the publications to be done under this portion of the Scheme.

4.103 The Ministry, however, has not taken this aspect into consideration and has allowed the expenditure incurred evidently without scrutiny. The reason given by the Ministry as stated by Mr. Padmanabhan was that the expenditure was shown in the audited accounts and as the factum of production of only three pamphlets published through the Mandal was not noticed at that stage, the expenditure was allowed. This excuse does not appeal to the Commission. True the money is shown to have been expended and that all that the audited accounts would show. They are no proof of the propriety of the expenditure and if they are then they go beyond proper accounting and do not give a correct picture of the actual state of affairs.

### Bulletins

4.104 Another Scheme No. 5 on the Accountant General's list among the Jan Jagaran Scheme submitted by the Samaj was the bulletins. This is how the Scheme started:

On January 14, 1955 Mr. Gulzari Lal Nanda addressed a meeting of the workers of the Bharat Sevak Samaj at Ahmedabad. The workers there asked for a newspaper in Gujarati to be started to do propaganda for the plans as well as to publicise the activities of the Bharat Sevak Samaj in the different Pradeshes and the Dis-

tricts of Gujarat. At the suggestion of Mr. Nanda, an application was made on March 5, 1955, through the Central Bharat Sevak Samaj to the Planning Commission and on July 21, 1955 the Ministry sanctioned Rs. 2,000 for the publication of a monthly paper in Gujarati from Ahmedabad, the conditions of the grant were the submission of information of the number of copies printed and distribution list thereof and avoidance of duplication of the existing publicity, presumably of the Plan.

4.105 Grants given for the years 1955-56 to 1965-66 make a total of Rs. 1,10,720.22 the details of which were as follows:

1955-56 . . . .	1,000.00	(Rs. 2,000 sanctioned in 1955-56, Rs. 1,000 carried forward to next year).
1956-57 . . . .	7,703.44	
1957-58 . . . .	13,717.21	
1958-59 . . . .	12,637.95	
1959-60 . . . .	31,441.36	
1960-61 . . . .	12,778.62	
1961-62 . . . .	3,000.00	
1962-63 . . . .	7,792.70	
1963-64 . . . .	1,634.00	
1964-65 . . . .	12,830.50	
1965-66 . . . .	6,184.44	
	<b>1,10,720.22</b>	

### Objective

4.106 What the objectives of the schemes were was not separately stated but the bulletins were a part of the Jan Jagaran Scheme, submitted by the Samaj on November 1, 1955 and as has been stated at another place also, the objective of the entire scheme was to bring to the notice of the citizen the nature and utility of the different Plans and to seek his willing and effective co-operation in their implementation. The Information Department of the Bharat Sevak Samaj which was concerned with non-official publicity of the Plan and dissemination of information regarding constructive activities in the country proposed to execute the propaganda "by written word as well as by word of mouth."

4.107 In the Jan Jagaran Scheme the bulletins were to be 15 in number—4 in Hindi and 11 in other Regional Languages. That was the maximum and in the first year they were not to exceed 8. The cost per year of the Regional bulletins was estimated at Rs. 1,200 per bulletin making a total of Rs. 9,600 for the year but the

Samaj demanded Rs. 9,000 and in subsequent years it was to be Rs. 18,000. The grants above mentioned were based on this estimate.

#### Pattern of Assistance

4.108 The assistance given by the Government to the Samaj under this scheme was as follows:

In 1958-59 it was the gross expenditure minus the receipts under all heads—subscription, advertisements, donations, etc.

From 1959 onwards the allowable grant by the Government was 82.5 per cent of the gross expenditure or the net expenditure whichever was less.

In 1962-63 the amount was reduced to 75 per cent of the gross expenditure subject to a maximum of Rs. 11,500.

For the years 1963-64 to 1965-66 the pattern was again changed and it was 75 per cent of the gross expenditure subject to a maximum of Rs. 20,250.

It may be mentioned that in all the years the grant, whatever other conditions there might have been, was not to exceed the actual net expenditure.

4.109 The Commission called upon the Samaj to produce the bulletins published by it in all the languages for all the years and they have produced only the following:

1. Punjab	Punjabi Weekly	From 20-5-1960 to 29-9-1961. Total 47.
2. Punjab	Punjabi Monthly	From 1/58 to 12/58 and 2/64 to 8/64. Total 10.
3. Madras	English	11/66 to 3/67. Total 5.
4. Madras	Tamil	19-10-1961 to 21-12-64 only 16 bulletins for various periods.
5. Gujarat		9 Bulletins for various periods.
6. W. Bengal		7 Bulletins.
7. Uttar Pradesh	Hindi from Gorakhpur.	1 Copy of 9-2-63.

4.110 Two issues of the Bharat Sevak, one published at Gorakhpur dated February 9, 1963 and the other published from New Delhi on February 5, 1963 were placed before the Commission as specimens of bulletins. The former was a copy of the latter including the press where

it was published and the name of the printer of the issue. But the names of the editors printed in the two issues were different and so also the location. There was only one copy of each, i.e., one from Gorakhpur and the other from New Delhi which have been produced before this Commission.

4.111 Mr. Padmanabhan of the Ministry of Information and Broadcasting was examined in regard to this matter and he submitted that according to the records with the Ministry, the only Hindi bulletins which were paid for by the Ministry were those that were published from Jaipur and Patna and that in the half-yearly reports received from the Samaj, there was no mention of any bulletins either from Gorakhpur or from New Delhi. Unfortunately, for the year 1962-63 records are not available but the Ministry still maintains that there was no bulletin issued from New Delhi and there is no information of any bulletin having been issued from Gorakhpur. But the fact remains that there is one issue produced before this Commission which was published from Gorakhpur which is indicative of the fact that some publication was being issued from Gorakhpur. Whether it was the issue of the Bharat Sevak which was also published from Gorakhpur or whether it was a bulletin which although named Bharat Sevak Journal in New Delhi became a bulletin in Gorakhpur, is difficult to decide on this evidence and the material before the Commission is not sufficient to give a finding that the bulletins were published and issued from Gorakhpur.

4.112 The copies produced before the Commission of bulletins in other languages show that instead of the 8 pages which each issue was to contain, the Punjabi bulletin varied from 12 to 30 pages and in the bulletin published in Madras, combined English and Tamil the number of pages varied between 12 and 20. With the exception of the numbers given above, other issues have not been produced and it is difficult to say whether they were within the pattern or not.

The Ministry was asked to produce their files but their files do not contain any issues of the bulletins in any language.

#### Review of Bulletins

4.113 The files produced by the Ministry are for the years 1961-62 to 1965-66 except 1962-63. Other files have not been produced. Therefore, the Commission has not before it the progress reports received from the Bharat Sevak Samaj by the Ministry excepting for the years mentioned above and the Commission has therefore to confine its examination only to those years.



**1961-62:**

4.114 The bulletins of this year were scrutinized by the Publication Division and its opinion after referring to the conditions of publication was—

“If literally interpreted there can be no question of any grant-in-aid to the Bharat Sevak Samaj since there is no subject connected with the Plans which is not covered by this Division. This condition, if anything like it is to stay at all, needs redefinition”.

This was on July 24, 1962. These comments were considered at a meeting dated August 6, 1962, of the Ministry and the representative of the Samaj where the Publication Division representatives were also present and it took certain decisions which are:

(1) That the Samaj journals were meant to promote activities of non-officials and they also contained material which is of interest to the field workers of the Samaj. The journals of the Publication Division emphasise the activity of the Plan and Government effort but the approach of the two was different.

(2) Duplication should be avoided as far as possible.

(3) Overlapping of distribution targets should also be avoided.

(4) The Samaj should send a list of its free distribution targets to the Publication Division which will examine if there is any duplication in the distribution targets and send its comments to the Ministry for eliminating or curtailing duplication.

4.115 These decisions just ignore the assessment of the Publication Division and are its antithesis. If there was duplication it could not become something else by saying that it was for the benefit of Bharat Sevak Samaj workers and thus giving a different role to the bulletins.

These decisions were sent to the Bharat Sevak Samaj on August 18, 1962, and they were asked to act according to these decisions.

**1963-64:**

4.116 There is no evidence to show that the bulletins in this year were reviewed. There is a note dated February 27, 1964, stating that bulletins received from the Bharat Sevak Samaj would be shown to the Director of Publication Division for scrutiny in due course and to see whether there is any overlapping. But whether the bulletins were sent to him or not is not shown on the record.

**1964-65:**

4.117 Language bulletins were sent for scrutiny and the opinion expressed was that there was no duplication.

**1965-66:**

4.118 In this year the comments of the Publication Division relate to the bulletins in different languages and the report was favourable to the Samaj in that there was Plan publicity and no duplication. In regard to Malayalam bulletins they observed that the material concerned the Bharat Sevak Samaj rather than the Plan Publicity and the Ministry's action was confined to communicating these comments to the Samaj.

**1966-67:**

4.119 There was another review in September 1966 in respect of bulletins of the rest of the year 1965-66. The opinion was that the bulletins covered Plan publicity and there was no duplication of the matter therein given.

4.120 The Commission has prepared a statement, Table 4-H giving a review of the bulletins published in Punjabi and in Tamil. Unfortunately, there is no one in the Commission who can read Gujarati and therefore the Commission has not been able to review the Gujarati bulletins. The Table contains relevant particulars of the bulletins in Punjabi and Tamil. It shows the total number of pages; the number of pages devoted to Plan Publicity; the number of pages devoted to Samaj Publicity; and the number of pages for reproducing speeches of leaders. They show that the total number of pages of these bulletins in Punjabi and Tamil was 470. The number of pages given to Plan Publicity was 133; those giving Samaj publicity were 288; the pages covering speeches of national leaders were 32 and blank pages were 17.

4.121 This Table was shown to the Samaj and its representative Mr. M. M. Wakhre was asked to comment upon it. What he stated is shown by the following questions and answers:—

Q: We have got Table 4-H. Now I find that out of the number of pages which were 210, 43 were devoted to Plan publicity, 148 to the publicity of the Samaj, 2 to the speeches of your leaders and 17 were unprinted. This was only in the case of Gurmukhi. Similarly when you take the other languages the figures have been worked out at page 4 of the Table. Please see if these figures are correct?

A: Mr. M. M. Wakhre stated that there is a mis-apprehension about this matter. As a matter of fact the Samanta Committee in

its report dated February 16, 1965 in paragraphs 3.27 and 3.68 set out their assessment of the work done as a consequence of the bulletins and I strongly rely on that. I would like to add that this remark applied not only to Bulletins but to all the publications which were brought out by the Samaj.

Q: I draw your attention to the letters dated December 9, 1963 and March 6, 1964, from Bharat Sevak Samaj, Thanjavur, about the Tamil Weekly 'Bharat Sevak' addressed to the Central Bharat Sevak Samaj in which it is stated "that.....it is perhaps an important item of work which seeks to project the message and ideals of the Bharat Sevak Samaj". Does this not show that the Tamil publication had the main objective of projecting the image of the Samaj?

A: My reply is the same and I refer to the Samanta Committee report. I particularly refer to paragraph 3.27 where it was said "that the organisation by its activities and adoption of new techniques was able to create a band of social workers devoted to the cause of economic and social development of the country whose services are greatly needed at this juncture". This was in connection with the impact of the campaign in the initial stages.

#### Coverage:

4.122 In this Table (Table 4-H) the Commission has tried to analyse the contents in order to see the extent of Plan publicity done by them. In the case of Tamil *plus* English bulletins from Thanjavur out of 72 pages only 10 were devoted to the Plan. But the objective followed by Thanjavur is brought with more clearly from the following extracts from two letters from the Bharat Sevak Samaj, Thanjavur dated December 9, 1963 and March 6, 1964 and addressed to the Central Bharat Sevak Samaj.

"In the Tamil Weekly 'Bharat Sevak' we arrange to regularly give in brief the various aspects of Bharat Sevak Samaj work. But this could not serve the purpose of a complete exposition of the said ideas. There are a number of books and pamphlets in English and probably in Hindi but these would not be of use in rural areas in Tamil Nadu".

"Again regarding the journal, it is perhaps an important item of work which serves to spread the message, ideals and work of Bharat Sevak Samaj."

4.123 This shows that as far as the Tamil publications were concerned, their main objective as to project the image of the Samaj and its ideals and message rather than to do propaganda for the Five Year Plans.

4.124 The Bulletins were reviewed by the Samanta Committee and in its report of February, 1965 it said at page 31 paragraph 3.68 :

"3.68 The bulletins also serve the organisational purpose. So long as they are not a financial burden they should be continued. As regards publications, some of them are good both in their content and get up. Most of them are far below standard and brought out without proper consideration and care. They represent an avoidable waste of funds. For bringing out attractive and purposeful literature, considerable resources in talent, equipment and money are required which voluntary organisations do not normally possess. Hence, we feel that the Samaj should, if at all, concentrate on brochures of popular appeal, if good writers on voluntary basis can be found. For these small grants should be provided. Literature of a major kind should be produced by Government agencies and can be distributed by the Bharat Sevak Samaj".

"As regards publications, some of them are good both in their content and get up. Most of them are far below standard and brought out without proper consideration and care. They represent an avoidable waste of funds. For bringing out attractive and purposeful literature, considerable resources in talent, equipment and money are required which voluntary organisations do not normally possess".

4.125 In the opinion of the Samanta Committee, therefore, when the pluses and minuses are added up, the result is on the minus side as according to them most of the bulletins were below standard and had been brought out without proper consideration and care.

4.126 It cannot be said that this is a very complimentary assessment which would justify the expenditure of such a large sum of money. And on this passage Mr. M. M. Wakhre of the Bharat Sevak Samaj has strongly relied.

#### Free distribution of bulletins:

4.127 For the grants of the years 1955-56 to 1957-58 there was a specific condition that a distribution list would be submitted by the Samaj to the Ministry but no such list seems to have been supplied by the Samaj. In August 1962, after the bulletins were assessed by the Publications Division of the Ministry, there was a meeting between the Ministry and the repre-

sentatives of the Samaj and certain decisions were taken one of them being that the Samaj will send a list of its free distribution targets to the Publications Division to examine if there is any duplication in the distribution targets.

4.128 The Ministry's representative, Mr. Padmanabhan was asked as to why this specific condition contained in the first three years of the grant were not continued in the later years but he was unable to give any reply to this question. He was further asked that even as late as in 1965 the Ministry was asking the Samaj to send copies of mailing lists and whether that taken with the other evidence on record would not show that the mailing list was a necessary condition of the grant. His answer was in the affirmative; at least that would be so from August 1962. Unfortunately, no mailing lists were supplied by the Samaj to the Ministry and although the Ministry was writing to the Samaj to send the mailing lists, nothing tangible was done either by the Samaj or by the Ministry in regard to this matter beyond what has been stated above.

4.129 The files produced by the Ministry before the Commission contain progress reports for the years 1961-62 to 1965-66 and they give the number of copies printed, the number of copies distributed free and the number of copies sold and what was left over. But no mailing list was supplied by the Samaj.

4.130 The Ministry's letter dated February 13, 1964, asking the Samaj to send a free distribution list was shown to Mr. N. D. Chawla, witness of the Samaj and his reply to this was that they were asking the State Units to send the list but no list is shown to have been sent. Mr. Chawla could not say if the lists were sent and he promised to check it up. But no further information was given by the Samaj.

4.131 The objective of giving free information in regard to the Plan Publicity does not seem to have been carried out nor was a mailing list given so that the Ministry would know the names receiving the bulletins and also to avoid duplication in regard to that matter.

4.132 As a matter of fact, when the Ministry asked the Samaj to supply it with the mailing list, the Central Samaj in turn asked its Pradeshes to send the lists but no list could be supplied to Government because the mailing lists were not supplied to the Central Samaj itself by its Pradeshes. (See the letter of the Samaj dated August 7, 1965 to the Ministry). Hence in regard to this matter there was no scrutiny.

4.133 Table 4-I has been prepared showing the number of copies of the bulletins printed and distributed during the various years.

### Regional Bulletins

4.134 On October 26, 1964 the Samaj sent its half-yearly reports on the Bulletins for the period ending September 1964 mentioning therein that the Bihar and Rajasthan Pradeshes were bringing out Hindi bulletins under their own arrangements and no subsidy had been paid to them by the Central Samaj. On January 2, 1965 the Samaj informed the Ministry that Rajasthan had asked for payment for the grant for their bulletins which they had been publishing since July 1963 under their own arrangements. They also sent the distribution figures and specimen copies for the period April to September 1964 and sought the approval of the Ministry for the payment of subsidies.

4.135 The Ministry in reply said on June 21, 1965 that since the Samaj had made no commitment for the giving of the subsidy to the Bihar and Rajasthan Pradeshes there could be no justification for making a subsidy retrospectively from July 1963 and they also asked for the terms and conditions laid down by the Central Samaj for the grant of the subsidy. In reply thereto the Samaj on June 24, 1965, clarified the position by saying that there were no commitments to continue or discontinue the subsidy as from July 1963 but the subsidy had been stopped because there were large outstandings against the Pradeshes on account of the cost of the 'Bharat Sevak' and other literature supplied to them every year prior to June 1963. With this letter they enclosed a copy of the terms and conditions for giving the subsidy.

4.136 The Ministry in its letter of July 21, 1965, reiterated its decision and said that in the absence of specific commitment made in that behalf grants could not be retrospectively given and it did not agree to the payment of subsidy for the period July 1963 to March 1965.

4.137 Again the Samaj wrote to the Ministry on August 5, 1965, as follows:

"In this connection it may be cleared that both Bihar and Rajasthan Pradeshes used to get certain printed pages of Hindi Weekly of 'Bharat Sevak' on payment basis, and front and other pages containing news and articles of the local interest or plans were edited and printed locally by them. Since these Pradeshes did not pay the cost of the pages supplied to them for long the sending of the pages was therefore stopped and both of these Pradeshes made their own arrangement for printing the whole Bulletin. Copies of this office letter addressed to both the Pradeshes explaining the whole position and reasons for non-remittance of the subsidy are enclosed. The question of stopping or otherwise of subsidy does not arise according to these communications. In view of this I would be grateful if you will kindly

grant your approval for the payment of the subsidy to these Pradeshes”.

4.138 The two enclosures sent by the Samaj to the Ministry show that 500 copies of the ‘Bharat Sevak’ Hindi Weekly were sent regularly to Jaipur and its cost Rs. 5,408.33 was outstanding against Rajasthan and the corresponding figures in the case of Bihar were 700 per week and the arrears were Rs. 9,342.75.

4.139 In the two enclosed letters the Central Samaj also wrote to the Pradeshes:

“In case you are unable to bring out your publication, you may kindly send us the list of the subscribers to whom we may send copies regularly or the cost of these supplies will be payable by you from the money already recovered from your subscribers”.

4.140 This letter of the Samaj as also the previous one of August 5, 1965, shows that the bulletins which were shown as published at the headquarters of the Pradeshes were really printed in bulk in New Delhi and were only shown as published at the Pradesh headquarters with minor additions at the front page and of local news if any. And if the Gorakhpur copy is any test then the additions made must have been pretty few and minor in character. Besides no expenditure has been shown in the Pradesh accounts for the printing of bulletins or portions thereof. The Samaj has not chosen to produce the accounts before the Commission and the Ministry files do not contain them. This has, therefore, handicapped the Commission in its enquiry. If the presumption which law applies in cases of non-production of evidence were to be supplied then the finding must go against the Samaj and it must be held that the case is similar to what it was in the case of Delhi and Gorakhpur bulletins.

4.141 In spite of the Ministry not agreeing to the giving of the grant the Samaj in 1964-65 debited to the bulletins account in the case of Bihar with Rs. 4,340.00, and in the case of Rajasthan with Rs. 4,369.49. This has led to the untenable position that the Samaj has claimed the amount for weekly ‘Bharat Sevak’ in Hindi and also that the same matter which was published by them and sent to the Pradeshes was charged to the Bulletins’ account. The letter of August 5, 1965, above quoted would lead to this conclusion.

4.142 The Commission has already referred to the only copy of the issue of the bulletin, alleged to have been published in Gorakhpur but which was a verbatim copy of the Bharat Sevak in New Delhi printed in the same press the only difference being in the name of the editor and the name of the place of issue and

the date and the volume No. The reason why the subscription of the Bharat Sevak was debited to the bulletin accounts is not clear from the record.

### Jan Sehyog Kendras

4.143 This is second of the five schemes mentioned in the Audit Report of the Accountant General, Central Revenues of the year 1964. The first letter by which the Samaj asked for Government assistance for this scheme is not traceable in the files produced before the Commission but the file shows that on January 23, 1954 a sum of Rs. 1,500 was sanctioned for the Information Centres in Delhi and they were continued; and in the year 1955-56 new centres were started at Meerut, Ajmer, Ahmedabad, Nagpur, Patna and in Saurashtra. Subsequently, many more centres were started making a total of 56. The places where these centres were started and the period of their continuance are given in a Table attached hereto. Table 4-J.

4.144 As a result of the criticism of the Programme Evaluation Organisation of the Planning Commission that the functions of these *Kendras* and the functions of the *Lok Karya Kshetras* were overlapping, this scheme was ended on April 1, 1962. As a matter of fact 22 of these *Kendras* were converted into *Lok Karya Kshetras*—10 as from November 1, 1961 and 12 as from April 1, 1962. The Samanta Committee mentioned that these *kendras* were handed over to *Lok Karya Kshetras* in 1960, which probably is not correct as the letters of the Samaj give the two dates to be November 1961 and April 1962. It appears however that both these conversions were due to the adverse remarks of the Programme Evaluation Organisation. The Public Accounts Committee have adversely criticised this delay after 1960.

4.145 The total grant paid under this scheme for the years 1953-54 to 1962-63 was Rs. 4,63,810.46 which included a comparatively small sum of Rs. 3,001.19 paid during 1962-63 for liability already incurred.

4.146 Although the letter with which the request for the scheme began is not on the file, in the proposals sent on November 1, 1955 by the Samaj, there are the following paragraphs showing the scope of the operation of the scheme:—

“At the rate of one in each Pradesh, these Centres will be located in rural areas. Their main function will be to allow access to the public to the literature published by the Government of India, the State Government and the Bharat Sevak Samaj relating to the Five Year Plan and constructive programmes and Gandhian literature, and to distribute such lite-

ature. They will also do the required publicity in the villages lying in their areas by means of display of documentary films, cinema slides, magic lantern slides, etc. to be provided by the official agencies of the Government of India and the States in collaboration with which the centre will work."

4.147 This shows that it was a multi-functional scheme.

- (a) It was to make available to the public literature relating to—
  - (i) Five Year Plans
  - (ii) Constructive Programmes, presumably of Gandhiji's
  - (iii) and Gandhian literature.
- (b) To distribute that literature.
- (c) To publicise the Plan, the constructive programme and Gandhian ideas in the villages by means of documentary films, cinema slides, magic lantern slides etc. to be provided by official agencies of the Government of India and the States.

**The main Objectives were to create awareness of the Plans amongst the rural population.**

4.148 The Scheme envisaged the centres to be located in rural areas the exact definition of which is not very easy to give but it appears that 12 of these centres established by the Samaj could not be called rural areas. They are the following:—

Name of the Jan Sahyog Kendra	Period during which functioned	Total grants paid
		Rs.
1. Delhi Public Library, Delhi.	1-5-54 to 31-8-1954.	2,274.25
2. Vinay Nagar, New Delhi.	1-6-54 to 31-8-1954	
3. Netaji Nagar, Calcutta.	15-5-57 to 31-7-1960.	3,943.00
4. Ajmer . . . . .	January 1955 to May 1956.	6,090.00
5. Bodh Gaya . . . . .	15-11-1955 to 31-1-1960.	19,577.46
6. Warangal . . . . .	May 1955 to May 1957.	3,698.97
7. Kalimpong . . . . .	1-10-1960 to 31-3-1962.	6,819.48
8. Bina . . . . .	14-1-1958 to 31-7-1960.	11,563.05
9. Kaithal . . . . .	26-6-1961 to 31-3-1962.	3,500.00
10. Badagara . . . . .	1-9-1961 to 31-10-1961.	3,102.40
11. Pindara (Varanasi)	5-9-1959 to 14-8-1960.	2,782.70
12. Ulloor (Trivandrum)	15-4-1959 to 31-3-1962.	14,382.67

Note. There may be some doubt about the urban nature of items Nos. 8 & 9 above.

**Work done in the Kendras**

4.149 A condition of the grant included an obligation on the Samaj to send progress reports showing the work done in different **kendras**. The Ministry has not produced any progress reports excepting for two consecutive half years ending September 1960 and March 1961. The former was of 23 centres and the latter of 21 centres. There is no other report produced before the Commission in spite of the Commission having called upon the Ministry to produce all the reports sent to it by the Samaj. The Ministry's reply was that the other files have been destroyed.

4.150 The two reports produced do not give an indication of any Plan Publicity particularly; they give no information as to nature of literature in the possession of these **Kendras** nor what was connected with the Five Year Plans and what related to Gandhian literature nor is there any indication of their distribution. They also show that some meetings were held at documentary films, cinema slides, magic lanterns etc. But they do show that the activities of these **kendras** included construction of approach roads, wells, compost pits, construction of school buildings, enrolment of members, presumably of the Bharat Sevak Samaj running of night schools, nursery schools, craft classes etc. The reports also show that some meetings were held at which large number of persons were present but the exact numbers given in the reports very substantially subtract from the correctness of such reports because it is very difficult to say exactly as to how many persons were attending a meeting unless a poll is taken. Even approximations are difficult. It must not be understood that the work of **shramdan** or construction etc. is not a desirable activity but it is *de hors* the boundaries of the scheme of Jan Sahyog Kendras and when the grants are given for a specific purpose, they cannot be used for any other purpose, even if they are good causes. Besides those activities or at least a majority of them fell within different schemes started by the Samaj and separately subsidised by the Government for which separate grants were given.

4.151 On the receipt of these half-yearly reports the Ministry pointed out certain defects and lacunae in regard to the working of some of the centres and also the sub-standard work done in some. The Samaj in its reply gave the following explanation:

The centres which were found unsatisfactory were closed down; the performance in some others was due to extreme heat of the summer followed by monsoon rains which resulted in slackening of activities in comparison to the period October to March. From some centres no reports were received and in the case of some others there was nothing particular to report as the activities were normal. As regards poor performance in 11 centres the Samaj

said that the objections had been noted and that the Samaj would get detailed reports from those centres.

4.152 The Ministry does not seem to have been really serious in assessing the work or finding out the reasons for poor performance of the centres. The matter was pursued up to March 1963 and on March 27, 1965 it was stated that the reports were needed in June 1964 in connection with the Appropriation Accounts (Civil) 1962-63 which were to come up for consideration of the Public Accounts Committee of Parliament; and as the meetings were over and the reports which the Samaj was asked to submit were no longer required, the matter need not be pressed and this might be recorded on the files.

4.153 The reason for stopping the enquiry is, to say the least, unedifying. It is not a very creditable way of doing things, because if the Ministry was charged with functions of assessing the working of the centres, it had to do so irrespective of whether the Public Accounts Committee met or its meetings were over or whether it required the reports or not. If the working was poor as the note of the Ministry shows, this matter should have been pursued and improvement insisted upon. The inquiry could not be stopped merely because the Public Accounts Committee no longer required it.

4.154 In parenthesis, it might be remarked, at least in one centre, Baramulla, if one knows the climate of Kashmir there is no such thing as extreme summer heat followed by monsoon rains, so as to cause poor performance. If anything, the winter months should be. As a matter of fact, it may also be mentioned that even in the case of some of the 11 centres mentioned by the Ministry, the working in the next half year, i.e., October 1960 to March 1961 was equally poor.

4.155 The fact remains that the enquiries by the Ministry were not pursued and when the meeting of the Public Accounts Committee was over, the matter was treated as closed and that shows the lackadaisical methods of assessment followed by the Ministry.

#### **Control of the Ministry over the functioning of the Kendras :**

4.156 In the earlier years the centres were started at places approved by the Ministry before they were started.

4.157 From the year 1959-60 the Ministry added two conditions to the grant and they were—(1) The starting and closing of the centres was to be referred to the Ministry "as at

present" and (2) in the case of centres remaining in existence for three years or more, evaluations would be undertaken. Neither of these two conditions seems to have been fulfilled. The approval of the Ministry was not taken for starting the centres at all the places and the approval was not sought for closing the centres anywhere. The following will show the position in regard to the approval of the Ministry in regard to the opening and closing of the centres:

(i) No of kshetras opened with the knowledge of the Ministry of the places:	11
(ii) No of kshetras opened at places which were not cleared before hand by the Ministry:	45
(iii) No of kshetras closed without obtaining the approval of the Ministry before hand	34

4.158 The conclusion from this is that the Ministry exercised little control over the opening and closing of the centres; and there could not be lesser control over the financial aspect of the working of the Scheme.

4.159 Another requirement was the evaluation of the centres which had been in existence for three years or more. Files of the Ministry do not show any such evaluation.

4.160 The records produced by the Samaj also do not show any specific evaluation but they do show that unsatisfactory working of quite a number of centres was brought to the notice of the Samaj but the Ministry was not informed about it. Nor was any adequate action taken in regard to all of them.

4.161 If the Ministry had a properly organised machinery for the inspection of these centres, it does not seem to have put it into operation except in the case of one centre and that was when a Field Publicity Officer of the Ministry inspected the centre at Bodh Gaya and commented adversely about its functioning in his report dated September 9, 1960. The grants were continued and release upto and in 1959-60 and they were stopped on February 1, 1960.

#### **Jan Sahyog Kendra Yemiganur (Andhra Pradesh) :**

4.162 This Kendra was started on January 1, 1961 and was converted into a Lok Karya Kshetra on April 1, 1962 and shifted to Nandyal in December 1963. For the Jan Sahyog Kendra the grants for 1960-61 and 1961-62 totalled Rs. 5,028.14. In 1962-63 when it had become a Lok Karya Kshetra the grant received was Rs. 406.69. Another activity, Plan Information Centre, was started at Yemiganur from January 1, 1962 and continued upto January 14, 1963, and the expenditure incurred on this activity was Rs. 788.36, remittances from the Central Samaj were Rs.



850.00 and local collections were Rs. 197.09. One S. V. Burli was first appointed a *Pracharak* and then a *Mukhya Pracharak* and when the schemes were converted into other schemes he was put in charge of them, one after the other, as and when they were converted.

4.163 In 1960-61 three Labour and Social Service Camps were also held in Yemiganur and the amount sanctioned as expenditure was Rs. 1,065.

4.164 The Pradesh Organising Secretary, Mr. R. Sultan in his monthly report criticised the activities of S. V. Burli as being damaging and also stated that an enquiry was being held which, when completed, would be submitted. There were evidently 14 complaints against S. V. Burli which included falsification of accounts, production of false vouchers, giving false reports as to the rents paid and drawing allowances for non-existing part-time workers. Burli tried his level best to thwart the enquiry which was ultimately held and a report was made; 10 charges were held proved, one was held unproved, and with regard to the others the report is rather uncertain. Burli was dismissed and no further action was taken against him. It may be mentioned that amongst the proved irregularities were the following:—

- (i) Claiming for camps not held and camps held for shorter period than for which the claim was made;
- (ii) showing larger amount of rent paid than was actually paid;
- (iii) letting out office premises to outsiders;
- (iv) shortage of furniture alleged to have been purchased;
- (v) showing allowances which were never paid to workers even though vouchers were obtained from them;
- (vi) falsely drawing allowances for the Plan Information Centre for one year in the name of his son;
- (vii) false accounts relating to books, periodicals and journals;
- (viii) overcharging for *padyatra*.

4.165 The amounts individually might not have been much but that shows that this person was shown to be thoroughly dishonest in that he was capable of making false entries, giving false vouchers, drawing money in the name of persons who did not exist or who did not work for the movement.

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#### Jan Sahyog Kendra, Dhamua:

4.166 This was shifted from Tollyganj, Calcutta to Dhamua in November 1958. The total grant given for this *Kendra* from the year 1957-58 to 1961-62 was Rs. 12,653. A complaint was made regarding this *Kendra* on August 12, 1959, to the following effect:

There were three workers in this *Kendra* : (a) Davinder Nath Sarkar was alleged to be a Superintendent at Sadhanashram; (ii) Sukumar Babu was stated to be a teacher in a school in Tollyganj in Calcutta and was residing there and was not doing the work of the Chief Organiser; (iii) Roy Choudhury who, it was alleged, was also absent from the *Kendra*. The matter was enquired into by Mr. Narinder Dutt Majumdar, Joint Zonal Secretary of the Samaj. He recorded the statements of these persons. Nothing is mentioned about Sarkar; but Sukumar Bannerji (Babu) stated that he was appointed for the *Kendra* at Tollyganj by the Pradesh Convener Mr. B. B. Ghosh and was also working in his election in the Tollyganj constituency during the General Elections in March 1957. He further said that Mr. Ghosh knew that he was the founder of a high school and a primary school and also that he was working as a teacher in the primary school. In spite of this Mr. Ghosh had invited him to accept the post of Chief Organiser and also allowed him to continue his other activities, and therefore, he continued his connections with the school and when the *Kendra* was transferred to Sadhanashram, Dhamua he (Sukumar Bannerji) used to teach in the school in Tollyganj between 11 A.M. and 2 P.M. on week days and remaining hours he devoted to the work of the Bharat Sevak Samaj and during the period of the camps and other special occasions of Bharat Sevak Samaj he used to take leave and devote his time exclusively to Bharat Sevak Samaj work. He kept the General Secretary at Delhi and Zonal Secretary and Mr. Chakradhari Aggarwal informed of all that.

4.167 Sushil Roy Chowdhary was not employed anywhere but he was an expert in some handicrafts which were used by him in connection with the Bharat Sevak Samaj work for demonstration purposes. He said that it was not correct that he was drawing his allowance from the Bharat Sevak Samaj while he was carrying on his employment in Calcutta. But it could be correct that he was not present at the *Kendra* while he was engaged in carrying out the work of the Bharat Sevak Samaj.

4.168 Sukumar Bannerji was removed from service from December 1959 but no further action was taken against Sushil Kumar Roy Chowdhary.

4.169 The Bharat Sevak Samaj in reply to the questionnaire stated that it came to their

notice that a worker at Dhamua Jan Sahyog Kendra was running a welfare home for orphans and that the Kendra was closed in 1960 which decision was taken on the return of Mr. Chakradhari Aggarwal in July 1960. And, therefore, the Kendra was closed on August 1960.

The files of the Samaj also show that Bharat Mahajati Mandal was having its milk distribution centres in seven places and the Chief Organiser Sukumar Babu was shown as in general control, supervision and guidance of this distribution scheme and one of the other organisers occasionally supervised the Mandal's Welfare Home and youth welfare work and handicrafts was entrusted to Sashil Roy Chowdhary.

The accounts also show that part of the expenditure of the Sadhanashram, on poultry farm, primary school, secondary girls school was debited to the accounts of the Jan Sahyog Kendra.

4.170 This *Kendra* was visited by Mr. Sri Ram Puri in June 1960 and his tour note shows that the only activity which was carried on at this centre was the distribution of milk supplied by Bharat Mahajati Mandal. No regular accounts were kept.

4.171 **Davendra Nath Sarkar:** The Sahyogis were devoting all their time to running the welfare Home for orphans. No description of the work done was given by the organisers in the diary and the impression of Mr. Puri was that no substantial work or activity was carried on at the centre. Besides this the vouchers showed that part of the expenses of the *Kendra* was on the activities of the Sadhanashram like poultry farms, primary school, secondary school etc.

4.172 Not only was the Jan Sahyog Kendra used for the Sadhanashram, even the two camps that were held in September-October, 1959 were used for purposes of the Ashram, vide details of the work done given in the reports. The amount of grant given for the two camps was Rs. 1453.20.

#### **Jan Sahyog Kendra, Mangalia (Indore District):**

4.173 This *Kendra* was opened because a suggestion was made to Mr. Chakradhari Aggarwal in September 1960 that a centre should be opened at Mangalia where the Indian Medical Association was rendering relief to the local population. M. L. Sharma and V. S. Chohan were appointed its organisers. The services of the former were dispensed with as from April 1, 1961 as he did no work.

4.174 Mr. K. P. Singh, Pradesh Organising Secretary visited this *Kendra* and his report shows its poor performance. The workers, he

said, were raw and ignorant, and did not know even the name of the Bharat Sevak Samaj. There was too much control on the *Kendra*. The Convener, Dr. R. A. Bhagwat had been able to procure X-ray plant and set up a first-class health-cum-family planning centre. Some approach roads and school buildings had materialised as a result of his efforts. The Panchayat and Co-operatives had not given due attention. Dr. R. A. Bhagwat, however, supported the work which was being done. But Mr. K. P. Singh, Organising Secretary of the Pradesh was not satisfied with what Mr. Bhagwat had written and he was rather critical of the working of the *Kendra*. One remark made by him seems to be rather pertinent. He said "I have personal knowledge that certain teachers and patwaris treat them (the organisers) as their personal servants who can be dismissed at their sweet will". He also said that the information supplied by Dr. Bhagwat was misleading.

4.175 The correspondence between Mr. Singh and Dr. Bhagwat show that although the Jan Sahyog *Kendra* was to be started in Mangalia and even a place was taken on rent for the purpose, the *Kendra* was actually started at Indore and continued to be there till August 1961. Mr. Madan Lal Sharma, Chief Organiser continued to reside at Indore and did no work in the *Kendra*; the two Organisers appointed done by *Kendra* had no idea of the work to be done by them. Another Organiser Parihar could not work as he was in constant fear of being dismissed. Teachers and Patwaris were treating their organisers as their personal servants. The school building reported to have been constructed by *Jan Sahyog Kendra* was actually constructed by campers of a certain camp.

4.176 In spite of these adverse remarks, the grants were continued for the *Kendra* at Mangalia and on April 1, 1962 it was converted into a L.K.K.

#### **Mirchabari Kendra**

4.177 This *Kendra* was started on April 15, 1957 at Mirchabari which was part of Kathiar town. On March 2, 1960, Mr. Chakradhari Agrawal, General Secretary of the Jan Jagran Group wrote to Mr. Mathura Prasad Sinha, Secretary, Lok Karya Kshetra and Jan Jagaran Mandal, Patna that there were complaints about the *Kendra* that the workers of the *kendra* were staying at Katihar and were falsely showing tours in villages and there was misuser of the articles purchased for the centre. He enclosed therein a copy of the letter which had been received from one of the organisers of the *Kendra* and asked for inquiries to be made.

4.178 The reply dated June 7, 1960 of Mr. Mathura Prasad Sinha sent to the Central Sa-



ma] shows that when he visited Purnea and made enquiries into the complaint, his conclusion was that the organisers deserved immediate suspension. Mr. Sinha also wrote to the District Convenor asking him to suspend Ganga Prasad Mandal, the Chief Organiser and also Anant Kumar Sinha the other worker of the *Kendra* because of their bad work.

4.179 On July 28, 1960, Mr. Chakradhari Agrawal wrote to the District Convenor, Mr. Surya Dev Narain Sinha of Katihar drawing the latter's attention that no action had been taken on the letter of the Pradesh Convenor and that the Samaj was not satisfied with the working of the *kendra* and had decided to close it as from August 1, 1960 and further he wanted the services of the Chief Organiser to be terminated from that date. On the same day Mr. Chakradhari Agrawal wrote to Swami Hari Narayana-nand saying that the *kendra* at Mirchabari should be closed that it was to be allotted to some place in Chotanagpur and that the assets of the *kendra* should be handed over to Mr. Surya Dev Narain Sinha if he was prepared to pay for it and the money was to be remitted to the new *kendra*. In reply the District Convenor wrote on August 10, 1960 that the *kendra* had acquired properties worth thousands of rupees out of small donations collected by it and "had built" a pucca house on land purchased which was nearing completion. Besides, there were 300-400 cartons of milk and other things supplied by the American CARE and he wanted some arrangement to be made in regard to them.

4.180 Soon after Mr. L. N. Mishra intervened and wanted the closure to be stayed till the *kendra* was visited by somebody from the Central Samaj. This was on August 17, 1960. On August 18, 1960 Mr. Chakradhari Agrawal wrote to the Swami requesting him to send his personal assessment of the *kendra*. The Swami wrote back on August 30, 1960, in which he said that the Pradesh Convenor had himself made enquiries and had found that the reports sent by Ganga Prasad Mandal were mostly false. He was actually staying on at Katihar and had not visited any villages in his area, being too busy with his personal affairs. The other workers in the Districts of Purnea and Katihar had complained against Mandal who besides getting his salary from the Jan Sahyog Kendra was getting material and money from Railways and the District Units were in a sorry state. The Swami, therefore, recommended the discontinuance of the *kendra*. This letter was sent to Mr. Lalit Narain Mishra.

4.181 A note of August 31, 1960 of Mr. Chakradhari Agrawal shows that it was decided to close the *kendra* as from August 31, 1960.

4.182 This evidence shows that the *kendra* at Mirchabari was started at Katihar and not

in a rural place. Its workers did not visit villages; made false reports; and that Mr. L. N. Mishra did not want the closure of the *kendra*. It also shows that a building was constructed out of donations but there is no account of these donations or of the accounts of the expenditure on the building. And there is nothing to show as to what happened to the building and the land on which it was constructed; nor about the cartons of milk which were lying there or to other articles and files of the *kendra*. But it does show this that in spite of the bad working for about three years and a half the grants were continued to be paid and nobody seems to have looked into its working till some complaint was made in March, 1960, i.e., 3 years after the *kendra* was started. But it might be said that once the complaint was made, the Central Samaj moved in and closed the *kendra* but what happened to its properties is nowhere shown.

#### **Accounts of Warora Lok Karya Kshetra and Jan Sahyog Kendra at Bina under the Nagpur Pradesh Bharat Sevak Samaj:**

4.183 Mr. Chakradhari Agrawal made a note on August 10, 1960, showing that some complaints were made that the workers of Warora L.K.K. and the Jan Sahyog Kendra at Bina had not been paid their maintenance allowances. For what period, it is not stated even though in the accounts these allowances were shown to have been paid. He said—

"A very serious situation seems to have been developing at Nagpur, which we are ignoring".

These complaints of non-payment, so the note states, show, according to the Chief Organiser and the Organiser at Bina who had not received their allowances from January 1960 and March 1960 respectively although there were receipts of payments in the accounts submitted. He, therefore, asked for a swift and confidential inquiry to get to true facts. Mr. C. L. Koshi was asked to enquire into the accounts of Bina and Warora but he does not seem to have given any definite report one way or the other. He, however, found that fresh and newly written books of accounts were produced before him and that the vouchers were not in accord with the dates of the cash book or ledger entries. One voucher of Rs. 150 wore a payee's receipt twice and that the receipts were taken before the payments were made and again when actual payments were made. He ended—

"The final conclusion may, however, be drawn by those concerned".

4.184 The centre at Bina was closed as from August 1, 1960, but a letter of January 14, 1961, from the Pradesh Convenor to the Secretary, Jan Jagaran Group, New Delhi shows that

the person incharge of the Bina Kendra, Panchabudhe did not hand over charge to the Pradesh Office. There is no further information available on the file.

4.185 Whatever else the report may or may not show, it does show that the state of affairs was pretty unhealthy.

#### **Jan Sahyog Kendra at Amolapatti (Assam):**

4.186 A report dated September 13, 1960, shows that the Samaj received assistance from the State Government for activities carried on in this kendra for a subcentre of this at Nig Jorabari. A sum of Rs. 2,100 was received from the Sub-Divisional Development Board for meeting the expenditure on kendra Sewak, Swastik Sevak, night schools, furniture, library books, medicines and other equipment. A sum of Rs. 4,750 was received from the Development Board for welfare work for the Plain's tribal people and with this money sub-centres at Jungthing and Nibukali were run during the second year.

4.187 In the accounts rendered for the Jan Sahyog Kendra, there is no mention of the assistance received from the State Government—Development Board and the Sub-Divisional Development Board. The activity of the Jan Sahyog Kendra at Amolapatti appears to have been confined to the opening of these sub-centres under the Jan Sahyog Kendra and the workers employed under the Kendra were thus doing nothing but organising the sub-centres which were financed by the State Government. So that these workers who were paid out of the Central grant under the Jan Sahyog Kendra Organisation were being paid without doing any work excepting the organisation of the sub-centres which were financed by the State Government and for which other people had to be employed.

4.188 On June 7, 1961, one Chandrakant Saikia, Member, Kathiatoli Anchalak Panchayat wrote to the Central Samaj complaining that the Sahyog Kendra was established in village Kamparam in Konjoli Manza in the district of Nowgong and its office was in a house constructed by the local tribal people; that the organisers were not working properly but for the last 3 or 4 months due to no visits from the organisers the kendras had become lifeless. Besides, the furniture etc. belonging to the kendra was in nobody's custody and they requested that the kendra be shifted to some other house and the house should be vacated.

4.189 There is also a letter of October 14, 1961, from the Secretary, Morigalang Paddy Husking Cooperative Society, Panigaon in Nowgong complaining against the Chief Organiser,

Mr. J. R. Laskar of misappropriation of 9 maunds of rice. Besides, two sums of Rs. 421 and Rs. 350 had been borrowed from members of the society and had not been returned. When an explanation was called from Mr. Laskar, he replied that there were serious complaints against the Secretary of the Society and there were also some court cases and that the complaint against him was false. The Pradesh Organising Secretary asked the District Convenor to conduct an enquiry into the complaint but it is not clear whether the enquiry was held but a letter of Mr. Chakradhari Agrawal of April 16, 1962 to the Pradesh Organising Secretary shows that the working of the kendra was not satisfactory, and that it should either be improved or closed down. But the kendra was continued and was converted into a Lok Karya Kshetra on April 1, 1962.

4.190 Another complaint was about the accounts of the kendra up to March 31, 1962, in which the salary of Golap Chander Borah for the months of November 1961 to March 1962 @Rs. 80 P.M. was shown as having been paid on March 31, 1962 and a voucher showing payment was attached. But the letter of Mr. Golap Chandra Borah received in the Central Bharat Sevak Samaj shows that his salary for the months above-mentioned was not as a matter of fact received by him and that he only gave a pre-receipt before payment and on the basis of that the grant was taken. But what happened to this complaint is not shown in the record.

#### **Both Gaya Jan Sahyog Kendra:**

4.191 This Centre was started on November 15, 1955 and continued till February 1, 1960. For these years the amount of grant paid by the Ministry to the Samaj was Rs. 19,577.46.

4.192 A report by a Field Publicity Officer, Gaya, employed under the Ministry of Information and Broadcasting, shows that he visited this Centre on September 9, 1956 and found that in one small room in the Birla Dharamsala at Gaya three institutions belonging to the Bharat Sevak Samaj were located. They were the Information Centre of the Bharat Sevak Samaj, the Bharat Sevak Samaj Tourist Centre, and the Bharat Sevak Samaj People's Centre. This room was about 10' × 10' and the audited accounts produced show that the rent for this was Rs. 30 P.M. but the accounts do not show the proportion in which this rent was allocated to the three activities above-mentioned. The Tourist Centre evidently was an activity which was not under any of the schemes of the Samaj for which the grants were paid.

4.193 A letter dated January 8, 1960, from Pradesh Organising Secretary, Jamuna Prasad to the Secretary Jan Jagaran Group shows that

the two workers at Bodh Gaya, Shambu Charan and Chandraka Singh had resigned and they had been asked to make over charge to Rajpati Rai and they had given a cartload of things to the Public Co-operation Centre and another cartload of things including a photographic camera, almirah, type-writing machine and other things were with one Khawaja Sahib who in spite of repeated demands had not returned them to the Samaj. The letter also stated that these workers were antagonistic to the Samaj and had started a campaign against it in the Press. When Mr. Jamuna Prasad sought the advice of the Centre as to whether Shambu Charan and Chandraka Singh should be paid their dues or not, Mr. Chakradhari Agrawal on April 20, 1960 replied that if they are not responsible for any losses, they should be paid. But evidently their dues were paid before Mr. Chakradhari Agrawal's letter.

4.194 The main criticism in regard to the working of this centre is that a camera, an almirah, a typewriter and other things were found missing and no action was taken by the Samaj. The cost of these missing articles must have been considerable.

#### **Kapidar Road Jan Sahyog Kendra, Puri (Orissa) :**

4.195 The receipts and disbursements account of this centre for the period May 15, 1957 to March 31, 1958 shows that a sum of Rs. 730 was given as advance to Information Secretary, Vinod Kanongo on September 30, 1957 and it appears from a letter of Mr. Chakradhari Agrawal dated September 1958 that Kanongo was claiming Rs. 1,000 for brochures, house-rent etc. and what was advanced to him was to be adjusted against those claims but no claim was received by the Samaj from Kanongo and he had not accounted for the money in spite of repeated requests. No further action seems to have been taken in regard to the matter but this much is clear that in the accounts from May 1957 to March 1958 Rs. 730 was advanced to Kanongo and that is where it has remained and the Chartered Accountant has remarked that Kanongo has rendered no account and immediate steps be taken for making him to do so.

#### **Jan Sahyog Kendra Arai Keshopur:**

4.196 The Bharat Sevak Samaj sponsored a Gandhi Model Villages Union with headquarters at Arai Keshopur and its officers were Jamuna Prasad Sinha, ex-MLA who was a District Organiser of the Bharat Sevak Samaj, Dhurbananda Saraswati was its Director and Chandrika Prasad Sinha, M.A., was its Secretary. In his letter dated January 21, 1960, Mr. Jumna Prasad Sinha wanted Swami Dhurbananda Saraswati to

be appointed the Chief Organiser and Mr. Chandrika Prasad, M.A., his honorary Assistant in the Arai Keshopur Jan Sahyog Kendra so that the allowances to be given to the Swami would be spent on the travelling allowance and development work in the area. Mr. Chandrika Prasad Sinha also wanted one Munishwar Sharma to be appointed as the other Organiser. All this was nothing other than an arrangement to get the moneys of the *Kandra* to be spend on the expenses of the Director and Secretary and the other workers of the Gandhi Model Villages Union.

4.197 The letter of Mr. Jaya Prakash Narayan dated May 25, 1960, recommending Arai Keshopur area to be included in the intensive area scheme of the Khadi and Village Industries Commission, was endorsed by Mr. Krishna Prasad, General Secretary of the Bharat Sevak Samaj in his letter of June 20, 1960 to the Khadi and Village Industries Commission. There is nothing to show that these persons named were actually appointed as recommended but a report of Mr. Chakradhari Agrawal who visited Arai Keshopur between October 22 to October 31, 1960, shows that no credit should be given to the wholetime workers appointed in the Kendra; they were a hopeless trio, and at least two of them deserved to be replaced. Further, the activities were benefiting the rich agriculturists and the poor section of the community got no benefit and the villagers were mostly unaware of what was going on in the Kendra and seemed to be disinterested, and this he asked the District Convenor to look into. With a copy of his tour note sent to Mr. Jumna Prasad Sinha, Convenor, Mr. Chakradhari Agrawal wrote a letter with directions that the two organisers must be got rid of as they were useless and nothing should be paid to them as from December 1, 1960. He suggested a different pattern of workers, i.e., six getting Rs. 25 per mensem whose area would be two villages each and their appointment should be made after consulting the Central Samaj. There is nothing to show as to what happened to those persons whom Mr. Agrawal wanted to get rid of, but grants were continued upto November 1, 1961 for the Kendra and grants were further given under the Lok Karya Kshetra scheme when the Kendra was converted into a Kshetra.

#### **Mass Contact:**

4.198 The proposals of the Samaj to the Ministry of Information and Broadcasting seeking grants-in-aid for the five programmes of Plan publicity included expenditure on Mass Contact of Rs. 12,50,000 out of the total expenditure of about Rs. 25 lakhs on the five programmes; so this was the major item of expenditure. This proposal was contained in the letter of the Samaj dated August 13, 1955 which has already been referred to and the details therein given have

also been set out earlier. In this letter it was specifically stated that the "*Bharat Sevak*" which had already been started in English and in Hindi would, it was anticipated, continue to receive the grant during the Plan period at the rate of Rs. 30,000 per annum. On this letter of the Samaj, an Under Secretary of the Ministry. Mr. K. A. Iyer, under his initials wrote—

"Action taken. Rs. 25 lakhs provided for B.S.S. in II Plan".

4.199 This scheme was considered by the Bharat Sevak Samaj to be the main part of its activity and in its first letter asking for grant it emphasised that this mass contact will be arranged through public meetings in towns and rural areas the cost of which would vary from nothing to between Rs. 400 and Rs. 500 depending upon the size, place and the importance of the meeting. For this purpose the Samaj asked for a provision of Rs. 2.5 lakhs annually which works out at Rs. 12.50 lakhs for the plan period.

4.200 On October 27, 1955 the Ministry asked for a copy of the scheme which the Samaj submitted on November 1, 1955. According to this, for the five months of the year 1955-56 the cost was to be Rs. 20,000 for the seven Pradeshes which the Samaj named Nagpur, Mahakoshal, Vidharba, Gujarat, Rajputana, Ajmer and Bhopal. The details were—

	Rs.
Appointment of 3 workers in each Pradesh except Ajmer and Bhopal where only 2 workers will be appointed on Rs. 100 p.m. $22 \times 100 \times 5$	11,000-00
Ministrels and bards, 3 in each Pradesh except Ajmer and Bhopal where only 2 will be appointed at Rs. 5 p.m. $22 \times 5 \times 5$	550-00
Part-time workers at 3 per Pradesh except Ajmer and Bhopal where only 2 would do $22 \times 10 \times 5$	1,100-00
Cost of equipment i.e. gramophones, records, Petromax lamps, charts etc. @ Rs. 400 per big Pradesh and Rs. 250 per small Pradesh	2,900-00
Incidentals for arranging public meetings etc.	4,450-00
	<u>20,000-00</u>

4.201 Mr. R. N. Choudhary who wrote this letter, mentioned that his own experience as a public worker was that there was a lot of difference between the effect of official and non-official agencies, the latter being more effective.

4.202 In the Mass Contact scheme it was proposed that training would be given for about a month at the zonal headquarters to the workers to be employed for the scheme of Mass Contact. For this purpose, it was proposed to secure temporary use of school buildings for the trainees to stay in. The training was to comprise the following subjects:—

- B.S.S. objectives and programmes;
- Five-year Plan—objectives and programmes;
- Gandhian Thought;
- Indigenous methods of public co-operation for national development programmes.

4.203 While in training, the trainees were not to be paid anything over and above their salaries; but for unavoidable miscellaneous expenses, a provision of Rs. 1,800, i.e. Rs. 300 per zone was made. It was proposed to employ bands and minstrels (Vyases and Kathakars) on a princely salary of Rs. 5 p.m. which would cost Rs. 600 per year. The workers would further be given gramophones, gramophone records, petromax lamps, charts, diagrams, photos which would cost Rs. 30,000 initially and Rs. 13,250 per annum. Besides this, provision was made for other expenses. Thus, the annual expenditure on the Mass Contact programme was shown in the scheme to be Rs. 11,90,250. Besides this, there was a non-recurring expenditure of Rs. 30,000.

4.204 This scheme was discussed by the officials of the Planning Commission and those of the Ministry of Information and Broadcasting and it was recommended that the scheme proposed be accepted and for the first year a grant of Rs. 5,000 was made on December 29, 1955. This sanction included the appointment of *Vyases and Kathakars*, the exact English equivalent is difficult to give unless one adopts the terms minstrels and bards as used by the Samaj itself, and for incidental expenses for arranging public meetings. The conditions imposed were that the nature of publicity undertaken by the Samaj under the Mass Contact scheme would be intimated to the Ministry. The total grants made for the year 1955-56 to 1965-66 was Rs. 23,06,667.24. Sums paid during the various years were as follows:—

1955-56	2,528-28	
1956-57	1,50,803-85	(Includes Rs. 21,700 for printing of Prime Minister's 15 point appeal).
1957-58	2,35,267-09	
1958-59	2,40,818-52	
1959-60	2,05,499-86	
1960-61	2,10,566-66	
1961-62	2,25,651-06	
1962-63	2,26,940-86	
1963-64	2,98,486-89	
1964-65	2,60,029-14	
1965-66	2,50,075-03	
Total	<u>23,06,667-24</u>	

4.205 The pattern of assistance for the various years was as follows:—

- (i) Upto and including the year 1958-59 the grant-in-aid paid to the Samaj was the net expenditure, i.e., the gross expenditure minus any income by way of donations, subscriptions, advertisements, sale proceeds or price of publication etc.
- (ii) For 1959-60 to 1961-62 the total expenditure allowable was 82.5 per cent of the gross expenditure or the net expenditure whichever was less.
- (iii) In 1962-63 the assistance was increased to 95 per cent of the gross expenditure with a maximum of Rs. 3,40,000 or the net expenditure whichever was less.
- (iv) From the year 1963-64 onwards the assistance was 95 per cent of the gross expenditure which included the head-quarter expenses with a maximum of Rs. 3,41,750 for 1963-64, Rs. 3,67,750 for 1964-65 and Rs. 3,79,750 for 1965-66 or the net expenditure whichever was less.

4.206 The Mass Contact scheme as sanctioned was to include the following expenses:—

- (i) Appointment of Pracharaks (Preachers)—that was for the period 1956-57 to 1961-62;
- (ii) Appointment of Pradesh Organising Secretaries and Zonal Organising Secretaries;
- (iii) Appointment of District Information Organisers and Regional Programme Organisers. This was for the period 1961-62 to 1965-66;
- (iv) Maintenance of headquarters staff;
- (v) Holding of seminars and Vyas Sammelans;
- (vi) Exhibitions and cultural programme;
- (vii) Plan Information Centres.

#### Personnel employed under the Mass Contact Programme :

4.207 The Samaj, for the purpose of carrying out the programme of Mass Contact, employed Pracharaks, District Information Organisers, Regional Programme Organisers, Pradesh Organising Secretaries, Zonal Secretaries and Information Secretaries, besides the other officers employed at the headquarters. From 1956-57 to 1961-62 the Samaj employed Pracharaks and from the year 1962-63 onwards they were replaced by District Information Organisers, and Regional Publicity Organisers. The number of Pracharaks

employed and the expenditure thereon for the different years was as follows:—

Year	No. of Pracharaks	Expenditure Rs.
1956-57 . . .	108	50,899.42
1957-58 . . .	93	93,274.12
1958-59 . . .	91	1,11,611.94
1959-60 . . .	121	1,13,575.54
1960-61 . . .	125	1,16,632.05
1961-62 . . .	97	1,19,981.59
1962-63 . . .	..	524.25
Total		6,06,498.91

4.208 The Pracharaks were recruited by the Pradesh Information Committee, the Chairman of which was the Pradesh Convenor, and so also the Zonal Organisers and the qualifications for the post of a Pracharak were—capacity to work in rural areas and lead a simple and austere life and habitual wearing of Khadi. No educational qualifications comparable with the task of explaining and publicising the Plan were prescribed. The duties of the Pracharaks were not prescribed but a few progress reports sent by the Samaj to the Ministry, which have been produced before the Commission, show that one of the important duties assigned to the Pracharaks was to assist in the formation of the B. S. S. units, enrolment of its members, collection of fees and explaining to the villages the purpose of B. S. S. participation in the various projects as if the scheme was for the furtherance of the Bharat Sevak Samaj.

The task performed by the Pracharaks has been described in the progress reports as follows:—

- (i) Visiting of villages and holding meetings in those areas.
- (ii) These Pracharaks were assisting the District Conveners in the formation of units of the Samaj; and 6 pracharaks were appointed in Kosi, 6 in Chambal, 2 in Hyderabad Nagarjunasagar projects. They were to go round the villages in the project areas and explain the purpose of the B. S. S. participation in these projects and secure public cooperation for their implementation. Significantly, it was in these places that the Samaj had taken contracts for construction work. The explanation of the Samaj as given by Mr. M. M. Wakhre in his statement of April 26, 1972, is that the Samaj was doing construction work of a developmental nature and at those places the Pracharaks could be more effective.

4.209 The Ministry in its reply has stated that the choosing of the Pracharaks was left to the Samaj as the execution of the Plan publicity was their responsibility.

4.210 As to the Pracharaks assisting in the popularisation of the Bharat Sevak Samaj, the Ministry has stated that as the Samaj was doing work as a voluntary organisation, the Ministry could not be very rigid as that would have cramped the initiative of the Samaj and its workers and these minor departures were not taken serious note of. But the significant feature was that all wings (of the B. S. S.) were engaged in discharging the work entrusted to them by one or the other Department of the Government. How this fact was relevant to the Pracharaks popularising the Bharat Sevak Samaj is not clear; unless in the opinion of the Ministry, the enlargement of the Samaj movement was itself a part of Plan publicity or equivalent to it.

4.211 The Pracharaks were paid a salary of Rs. 83/- per mensem and Mukhya Pracharaks Rs. 103/- per mensem, but it is rather significant that the Samaj did not think it expedient to have centres and employ Pracharaks where they were not doing contract work such as Bhakra Nangal, D. V. C., Hirakud etc. When the Ministry was asked about the Pracharaka being used for Kosi, Chambal etc., it replied "They did not have any machinery to physically verify the actual utilisation of the Pracharaks of the Samaj. It had no valid reasons to disbelieve the Samaj". This is a rather unsatisfactory reply. If the money was paid to the Samaj for a particular purpose, the Ministry could not abdicate its duty of scrutinising that the money given was properly utilised for the purpose for which it was given and the persons employed under the grant carried out the functions for which they were employed and not employ their time doing other chores. Similarly, it is no answer to say that a rigid control over the Samaj would have cramped its initiative and that of its workers. A proper scrutiny of the expenditure and on what it was expended is not excluded by these hypothetical reasons. Whether its money was utilised for other purposes than the prescribed purposes or the time of the persons employed under the scheme was used for other purposes does not affect the validity of the criticism and makes no difference as in either case the objective of the grant is not achieved. The Ministry expending public revenues cannot abrogate its powers of control over public bodies who undertake to carry out specific programmes on such unrealistic grounds.

4.212 The approach of the Ministry gives the impression that as far as it, the Ministry, was concerned, after it had given the grant, it did not concern itself with how the money was used and how the workers employed carried out the functions for which they were employed or whether any useful purpose resulted from the expenditure of the grants-in-aid given.

#### Progress Reports :

4.213 The progress reports sent every half year would have given some indication of what

the performance of the Pracharaks was. But only two half yearly reports have been produced from September 1960 to March 1961.

#### Half year ending September 1960 :

4.214 During the half year ending September 1960, 116 Pracharaks worked in 114 districts of India and visited a number of villages which totalled 5892. They developed contacts with families to intensify rural development; the number of families contacted was 11,276. For the purpose of "preparing family production plans in cooperation with the panchayat" public meetings and group meetings were held, dramatic performances given and bhajans sung and kirtans performed, Bal Sabhas and Kavi Samelans were also organized.

4.215 The Samaj, it was stated, insisted upon the Pracharaks creating a core of voluntary Pracharaks to undertake Plan publicity and units of the Samaj set up in the villages functioned as a powerful auxiliary to local-self Government institutions. But the results of these efforts do not seem to have been scrutinised or examined.

4.216 During the half year from April 1960 to September 1960 out of 5892 villages covered by the Pracharaks, village units (of the Samaj) were set up in 3537 villages including 287 formed during the period under the half-year and with each village unit two or three active workers called voluntary pracharaks were associated, thus, showing that the scheme was worked to popularise the Samaj and extend its units.

4.217 The popularising of Prime Minister Nehru's 15—Point Appeal was taken up by the Jan Jagran Group as its responsibility; competitions were organised in the schools where students participated in the discussions thereon. Competitions, 555 in number, were organised in which the number of participants was 5877, approximately 10 in each competition.

4.218 In most of the villages the villagers started their own schemes and executed them through mobilisation of local manpower and resources which the Samaj has claimed was a function of the Lok Karya Kshetras.

Thus, the report shows that—

- (i) The Pracharaks set up 287 new units of the B. S. S. during the half-year and B. S. S. units were functioning in 3537 villages;
- (ii) The Jan Jagran Group had taken up the responsibility of popularising the 15 points of Prime Minister Nehru's appeal.

4.219 It is a little difficult to imagine that an appeal made by the late Prime Minister Nehru required the aid of the Pracharaks of the Jan Jagran Group to popularise it.



4.220 The Jan Jagaran workers had taken up the execution of Local Development Works. But for these works which were Government assisted, the Samaj has claimed credit of execution through other agencies of theirs also e.g. the Lok Karya Kshetras.

#### Half-year ending March, 1961

4.221 In the half year ending March 1961 the claim is that the number of villages covered by the Pracharaks was 4954. The technique of work followed was that the workers in the field had to ensure that every family was made aware of its obligations to the society and was drawn within the orbit of developmental activity. Experience had taught the workers of the Samaj that public meetings did not have such impact on the people as individual and group discussions, Kathas, Kirtans, dramas and audio-visual publicity. It was also stated in the report that the emphasis was not on publicity through word of mouth because the emphasis had changed from social work to socio-economic welfare. It must be remarked here that in the proposals of the scheme of Mass Contact, meetings which were to cost from nothing to Rs. 400/- or Rs. 500/- took a prominent place, and now it is stated that they were ineffective.

4.222 Another feature of the work of the Jan Jagaran group was that teachers had been brought increasingly into the fold of B. S. S. work in 4954 villages which were covered by the Pracharaks 309 new units were set up which brought the number of units upto 3846 and the number of active workers in the villages was 13,000 with a total membership in these villages of 50,000. Thus, a band of 63,000 people had been brought into the fold of Plan work by the efforts of the Samaj. The number of paid workers of the Samaj was only 125. In this manner, every rupee spent by the Ministry on Pracharaks brought a contribution of Rs. 3/- in terms of whole-time unpaid workers, 8 rupees in terms of active workers and 20 rupees in terms of members. Now and on what basis these figures have been worked out are not clear nor is there anything to show that these figures have been scrutinised by any one for the purpose of testing their accuracy. Besides, adding to the membership of the Samaj could hardly be termed familiarisation with the Plan or its implications unless the Samaj and the Plan were to be taken as identical.

4.223 The competition connected with the 15-Point appeal of Prime Minister Nehru had slowed down and was not popularised in the villages by the B. S. S. workers and there was a great deal of demand for copies of the appeal which had got exhausted.

4.224 The emphasis of the group had been shifted from public cooperation to Lok Karya Kshetras i.e. people framing their own plans. In many of the areas, wells had been dug, roads

constructed and repaired and school buildings constructed. This would hardly be a credit to the Jan Jagaran Group. As for this purpose the Samaj had another unit, the Lok Karya Kshetras which had the same objective and which received separate grants from the Government of India.

4.225 The Ministry's comments on this report were:—

"The Pracharaks, who number 125, have now changed their emphasis from social welfare to socio-economic welfare. It is their impression that public meetings do not have as much impact on the people as individual and group discussion, kathas, kirtans, dramas and audio-visual publicity methods like film shows, exhibitions etc."

4.226 From all this it appears that there is no indication that the Ministry had any control on the working of the scheme; what the scheme was to achieve; how it was to achieve it; and whether it achieved anything at all. At least when it comes to tangible results, no such inference can be drawn from the data given. But it is rather surprising that 125 Jan Jagaran paid Pracharaks set up 309 new units making total units of the B. S. S. in the villages to be 3846 with a membership of 63,000. It does show that the Pracharaks had as one if not the principal of their important functions the enrolling of members of the Samaj to collect membership fees and that is what are called workers including active workers. And when it was said that a band of 63,000 workers had been drawn into the field of Plan work by the Samaj, it only meant that 63,000 persons had become members of the Samaj. It would be a tall claim to equate these B. S. S. workers with plan workers. There is no basis for this assertion.

#### 1961-62

4.227 There are no half-yearly reports for the year 1961-62.

4.228 When the posts of Pracharaks were abolished, a new post of District Information Organiser was created. This was towards the end of 1961-62. The following table will show the number of District Information Organisers appointed during the different years from 1961-62 to 1965-66, their maintenance and travelling allowances which make a total of Rs. 3,60,932.73:

Year	No. of Distt. Information Organisers	Amount of expenditure	
		Maintenance Allowance Rs.	Travelling Allowance Rs.
1961-62	28	13,864.67	..
1962-63	90	82,317.42	247.60
1963-64	98	87,244.84	45.50
1964-65	60	79,269.08	1,905.56
1965-66	63	95,661.15	376.91
		3,58,357.16	2,575.57

For further particulars see Table 4-K *infra*.

4.229 In the scheme as approved, the duties of the District Information Organisers were not prescribed but in their application for the grants of 1963-64, the Samaj, on June 25, 1963, gave a list of what they were expected to do and that included the organisation of seminars and study circles, promotion and sale of "the Bharat Sevak" and other publications of the Central and Pradesh B. S. S.; propagating the message of the 5-Year Plan and making people Plan conscious; supervising Information Centres, the Lok Karya Kshetras etc. set up in the districts; assisting the District Convener in organising the units of the Bharat Sevak Samaj and to follow up the activities of the Camps; organising melas, festivals, cultural activities for Plan publicity; creating activities which would help greater public participation in the Third Five Year Plan. This was their work. They were expected to be on tour at least 21 days in a month. They were also to assist in the 7-Point programme of the Bharat Sevak Samaj for national defence. They were also expected to keep in touch with press reporters, Zila Adhikaris and other important personalities and make them aware of the activities of the Bharat Sevak Samaj for national defence. They had to ensure that Plan Information Centres were run, seminars were held according to schedule.

4.230 The attention of the Commission was drawn to pp. 27-28, paragraphs 3.53 to 3.55 of the Samanta Committee Report where it has set out the functions and the performance of these organisers. But this report does not give the period or the date when these duties were prescribed nor when and where the Committee watched the performance of the Organisers and the Commission is, thus, no wiser by this reference in the absence of further facts giving details.

#### **Half-year ending September, 1962 :**

4.231 The report for the first half year ending September 1962 emphasised that the enrolment of members of the Bharat Sevak Samaj was helpful from many points of view; because it brought money for the Districts, Pradeshes and the Centre and created a wide circle of persons who would understand the aims and objectives of the Bharat Sevak Samaj. This paragraph in the report ends with the words:—

"At the end of the period under review the membership strength has risen to 24,104".

#### **Half-year ending March, 1963 :**

4.232 In this half year, almost all the District Information Organisers took three days' Orientation Camp Training organised by the Ministry of Community Development and Mr. B. D. Nanda, Director of the Seven Point Programme for National Defence called upon the field workers to offer unstinted support to the Village

Volunteer Force scheme. They helped to enrol volunteers for Village Volunteer Force and were instrumental in many places in removing doubts about the role of these volunteers. It appears that there was a rumour that volunteers of the Village Volunteer Force would be sent to the Front and this doubt the District Information Organisers tried to counteract and remove.

4.233 The District Information Organisers toured the districts and organised group meetings to carry the message of the Plans and their importance during the crisis. These meetings were to maintain the morale of the people and to keep them informed about the situation in the country which helped the authorities in their drive for collecting funds for national defence.

4.234 In the opinion of the Commission, this pre-supposes that the persons employed as District Information Organisers were persons of standing, ability and influence in the community amongst whom they were working. There is nothing on the record to indicate what exactly was their status in the community or what their qualifications were and this is a matter on which no information is available or forthcoming.

4.235 In the report, it is stated that there were, under the scheme, 75 persons employed whose total number of touring days was 6020. During this period, they visited various villages the totality of the number of times was 3237 and they addressed 2509 group meetings.

4.236 For 1963-64 there are no reports.

#### **Half-year ending September, 1964 :**

4.237 Similar kind of figures are given for the half-year ending September 1964 but the number of Information Organisers was 60; the number of days of touring was 3629 and the number of times the villages were visited is given as 1853. Whether any meetings were held or not is not shown.

4.238 The report also shows that through these District Information Organisers whose role was "that of a guide, helper and enabler" the number of village units was 1996 and Block units 521 and it is stated in the report that these units "can be used as a platform for spreading the message of the Plan to every home" and they are useful and helpful in integrating various forces in the village. The report further shows that the Jan Jagran Group of the Samaj used all institutions such as the Lok Karya Kshetras, Youth Welfare Centres, Mahila Mandals, Social Service Leaguers for organising programmes of Plan publicity and Mass Contact and it is shown in a tabulated form that 60 District Information Organisers used 508 Lok Karya Kshetras and other institutions for Plan publicity.



### Half-year ending March, 1965 :

4.239 There is a similar report for this half year in which the staff of the organisation is shown as a catalytic agent and during this period the organisation used 20 seasoned workers of the Camp Section as Regional Camp Organisers.

4.240 It may be mentioned that these persons had become surplus after the Camp Section was stopped by the Education Ministry and they were evidently recruited into the Jan Jagaran Group as Regional Organisers. In the table attached to that report, the number of Regional Organisers is given as 24 and of the District Information Organisers as 44. The former must all have been ex-Camp Section employees.

4.241 To the appointment of these Regional Organisers the Ministry rightly took objection and the Samaj by its letter dated August 6, 1965 justified their appointment on the ground that they were senior Regional workers of the Samaj, acquainted with regions and districts and then there were vacancies in the posts of District Information Organisers, these persons were substituted as Regional Organisers so that they could cover those districts and also other districts with which they were acquainted. Besides, the appointments were within the sanctioned strength of 75. Thus, those persons in the service of the Samaj who were not required elsewhere, were inducted in this new organisation.

4.242 It appears that towards the end of 1964-65 and during 1965-66 the number of persons appointed as Regional Programme Organisers was 24 and the number of posts of District Organisers was increased from 60 to 63 with a corresponding rise in maintenance allowance from Rs. 79,259.08 in 1964-65 to Rs. 95,661.15 in the following year.

### 1965-66 :

4.243 There was another similar report in the half year ending September 1965 and March 1966 but it appears that the old employees recruited under the new scheme were continued and the Ministry did not raise any further objection.

### Pradesh Organising Secretaries and Zonal Organising Secretaries :

4.244 Under the Central Samaj the activities of the Jan Jagaran Group were controlled through Pradesh Conveners, Zonal Secretaries and Pradesh Organising Secretaries. Their designations and their numbers were changing from time to time. The amount which was expended out of the grants on the salaries of these three categories of persons came to a total of Rs. 5,10,924.86 and this was all paid out of the Mass Contact scheme. See Table 4-K *infra*.

4.245 The duties of the Pradesh Organising Secretaries were varying and included the study of the working of the Pradesh Branches; to guide the District Conveners and District Organising Secretaries in the discharge of their duties; to visit Kshetras in village units and study the success of the projects undertaken; to resolve organisational problems; to make enquiries and investigations in regard to Jan Jagaran and Lok Karya Kshetras work; to encourage enrolment of the members of the Bharat Sevak Samaj and formation of units in villages and mohallas; to supervise all the schemes sponsored and sanctioned by the Central Office. They were expected to be on tour for 20 days in a month to supervise the work of the Jan Jagaran units; to enrol subscribers for the journals of the Samaj; to promote the sale of its publications to secure advertisements and articles for the journals of the Samaj; to get accounts prepared and forwarded to the Samaj and to maintain closest liaison with field organisations.

### Lok Karya Kshetras :

4.246 These Pradesh Organising and Zonal Organising Secretaries had duties in connection with Lok Karya Kshetras also. They had to visit the Lok Karya Kshetras and study their working. They were also to help in urban programme; health and sanitation programme; Labour and Social Service Camps; and enrol volunteers for the Bharat Sevak Dal. This is indicative of these Secretaries having multifarious duties covering all fields of activity of the Samaj. They were paid out of the grants for Mass Contact and many of the activities which they were asked to supervise had grants which included supervisory grants.

### The Zonal Organising Secretaries :

4.247 The functions of the Zonal Organising Secretaries were more or less the same as that of the Pradesh Organising Secretary except for the extent of the area of operation. In the one case it was the Pradesh, in the other only a zone.

4.248 The Commission has prepared a combined table (Table 4-K *infra*) showing the number of Pracharaks and the expenditure thereon; the number of District Information Organisers and the amount expended on them, and the number of Secretaries, Regional and Zonal Organisers; and the expenditure on these categories of persons.

4.249 For the years 1956-57 to 1965-66 the expenditure on Pracharaks was Rs. 6,06,498.91 and the expenditure on District Information Organisers and Regional Programme Organisers was Rs. 3,60,932.73 and the expenditure on Pradesh Organising Secretaries and the Zonal Organising Secretaries, Zonal Organisers and Regional Organisers and Pradesh Conveners was

Rs. 5,10,924.84. Thus, on all the three categories of persons employed in the Jan Jagran Group, the amount expended was Rs. 14,78,356.50. It may again be mentioned that the Pradesh Organising Secretaries paid out of the Government funds were representatives of the Central Bharat Sevak Samaj in the respective Pradeshes and besides looking after the schemes out of which they were paid, they also had organisational duties connected with the work of the Samaj and were supervising the Lok Karya Kshetras (Rural and Urban), Labour and Social Service Camps and enrolment of Bharat Sevak Dal volunteers. Thus, he was to look after the entire Bharat Sevak Samaj organisation and its activities in the State where he was employed although he was paid out of Jan Jagran scheme. The same remark would equally apply to Zonal Secretaries.

4.250 In its reply to the questionnaire issued by this Commission as to these facts connected with the functions of these various officers of the Samaj, the Ministry's reply was:

"The Pradesh Organising Secretaries and the Zonal Organising Secretaries were borne on the Central Cadre of Jan Jagran and Lok Karya Group. They were the main functionaries in the Field Publicity and various schemes under the Central Jan Jagran Section. Being in the organisation they were supposed to undertake the organisational activities for better functioning of the organisation. Therefore, the organisational activities of the Pradesh Organising Secretaries and the Zonal Organising Secretaries cannot be said to be outside the Jan Jagran Section of the Samaj. Grants given on this account were, therefore, a proper charge on the grant-in-aid released by this Ministry".

4.251 Thus, according to the Ministry, it was a proper function of these persons paid out of the grants for the Jan Jagran work to discharge their duties connected with the organisation of the Samaj itself. Unless the Ministry's opinion is that the organisation of the Samaj and the working of the Jan Jagran and other programmes, for which specific grants were separately given, were interchangeable terms, the Ministry was, in the opinion of the Commission, not right in thinking that organising the same and looking after the various affairs of the Samaj was a proper function of these persons employed under the various programmes for which grants were being given under the various schemes by the Central Government.

4.252 In the half yearly report ending September 1960, it is stated that the Samaj had employed 24 Pradesh Organising Secretaries, 10 of whom

"are being supported by the Jan Jagran Group out of the funds made available to it by the Ministry of Information and Broadcasting".

4.253 In the half yearly report for the period ending March 1961, the number of Pradesh Organising Secretaries is shown as 23 out of whom 10 were being paid out of funds of Jan Jagran Group given by the Ministry.

4.254 In neither of these two half years is it shown as to how the rest of the Pradesh Organising Secretaries, i.e. 14 in the first half year and 13 in the next were paid and what was the source from which they were paid.

4.255 In this connection, it may be observed that the various State Governments were asked to state what grants, if any, they had paid to the Samaj but the information given by them is only of the grants given for the State level organisations without giving their details or break-up. But in the case of Rajasthan, when the officers of this Commission checked up the records, it was found that the Pradesh Secretary for Rajasthan was being paid by the Rajasthan Government.

#### Seminars :

4.256 Seminars were organised by the Bharat Sevak Samaj from the year 1959-60 to 1965-66 and the amounts expended on them are shown in the accounts produced by the Samaj. One seminar was held at Allahabad and this was shown under the training programme of the Mass Contact scheme. Expenditure was incurred actually on a *Vyas Sammelan* held on the occasion of the *Aradh Kumbh Mela*. There was a condition attached in the section that the expenditure on the training schemes—whether training camps, pad yatra, seminars etc. was to be limited to Rs. 15,000/-. This limit was varied in later years. But from the year 1962-63 there was no limit on such expenditure.

4.257 Besides the accounts submitted by the Samaj, reports for the seminar's held during the years 1960-61 and 1961-62 have been produced showing the number of persons who participated and the subjects discussed etc. Thereafter a consolidated report for the whole country was prepared giving the total number of seminars held and a general description of the activities of the seminars. There was no report on individual seminars from which one could find out whether the seminars had subserved the objectives for which the grants were given. The following table will show yearly the number of seminars held as shown in the accounts and the number as shown in the half-yearly reports:—

S.No.	Year	No. of seminars held as per accounts	No. of seminars as per half-yearly reports on the Mass Contact Seminars sent by the Central Bharat Sevak Samaj to the Ministry of Information & Broadcasting
1.	1960-61		20 Report for the half-year ending
			30-9-60 3
			" " " 31-3-61 6
			Total 9
2.	1961-62	Block level 105	Progress Report File of the Mass
		Distt. level 48	Contact scheme was not received
		State level 5	from the Ministry of Information and Broadcasting.
		158	
3.	1962-63	Block level 20	Report for the half-year ending
		Distt. level 27	30-9-62 6
		State level 6	" " " 31-3-63 65
		53	Total 71
4.	1963-64	Block level 16	Progress Report file of the Mass
		Distt. level 14	Contact scheme not received from
		Distt. level 12	the Ministry of Information and
		State level 2	Broadcasting.
		44	
5.	1964-65	State level 11	Report for the half-year ending
		Regional level 3	30-9-64 Nil
		Distt. level 8	" " " 31-3-65
		Block level 169	
		191	
		Adjustment in 1965-66 accounts for which grants were remitted in 1964-65 :	State level 11
			Regional level 4
			District level 16
			Block level 183
			Total 214
		District level 5	
		Block level 20	
		25	
6.	1965-66	State level 14	Report for the half-year ending
		Regional level 8	30-9-65
		Distt. level 68	State level 5
		Block level 77	Regional level 3
		167	8
			Report for the half-year ending
			31-3-66
			State level 16
			Regional level 6
			District level 74
			Block level 51
			147
			Total 155

4.258 The number for 1960-61 was 20 and 9 respectively. For 1961-62 the progress reports have not been produced before the Commission. In 1962-63 the respective numbers were 53 and 71. For the year 1963-64 progress reports have not been submitted by the Ministry. In 1964-65 the numbers were 216 and 214 respectively and the corresponding numbers in 1965-66 were 167 and 155.

4.259 *Vyas Sammelan* held in 1959-60 and other similar *sammelans* will be discussed at another place and need not be dealt with here again.

4.260 The half-yearly reports of the seminars of the year 1960-61 show that in the first half three seminars were held at Jullundur, Baijnath and Kalyani, the former two in the Punjab and the latter in West Bengal. The respective expenditure on these seminars was as follows:—

1. Jullundur 16-4-60 to 19-4-60 Rs. 229·28
2. Baijnath 23-6-60 to 24-6-60 Rs. 1,317·08 (Punjab)
3. Kalyani 2-7-60 to 3-7-60 Rs. 3,058·74 (West Bengal)

#### Jullundur Seminar :

4.261 It appears from the report of the seminar held in Jullundur City that it met in the Night Shelter building and it was for the purpose of orientation training for the Bharat Sevak Samaj workers, i.e. *Sahyogis*, *Up-Sahyogis* of the Lok Karya Kshetra in Amritsar and Kangra Districts, Care-takers of night shelters at Amritsar, Ludhiana, Ambala, Patiala and Jullundur and the Community Organiser, Pilot Urban Welfare Extension Project, Patiala. A Pracharak also took part. How many they were from the various categories and where they were from is not indicated. The seminar was inaugurated by the Deputy Minister, Mr. Iash, who gave his blessings and asked the workers to work hard so that the Bharat Sevak Samaj organisation may do constructive work for which the Samaj was primarily formed. Mr. R. K. Chatterji, Director, Field Publicity of the Ministry of Information and Broadcasting gave a talk on the Five Year Plans. Mr. Mohinder Raj Singh of the Punjab Congress explained the ideals of the Sarvodaya Samaj and advocated Khadi and Village Industries. Thereafter group discussions were held on "Night Shelters", "Lok Karya Kshetras", "Pilot Urban Welfare Projects" on the following day when Mr. Chakradhari Agrawal presided. Thereafter, the Working Group of the different programmes—Jan Jagran, Lok Karya Kshetras considered the work done in the Punjab and also discussed matters concerning their difficulties. They also enumerated the difficulties they met with in their work and wanted more resources to be placed at their disposal and also other matters which concerned more the individuals than the

schemes. On the following day, after Mr. Gurdial Singh Dhillon, the then Speaker of the Punjab Assembly and now of the Lower House of Parliament had given his speech appreciating the work done, there was a community lunch. This, in short, was the programme of that seminar. If the object was Mass Contact, the report does not indicate that it was achieved. If it was a meeting of different workers under the programmes of the Samaj then it was something achieved. But one thing is clear that with the exception of three speeches made by outsiders, there was not much which would further the progress of Plan publicity or which could have subverted its objectives.

#### Baijnath Seminar :

4.262 The report of the seminar at Baijnath shows that the seminar was intimately mixed up with the Punjab State Bharat Sevak Samaj Convention which was held at the same time. The report shows that besides Mr. Gurdial Singh Dhillon, the Speaker, Mr. Chakradhari Agarwal of the Central Samaj and Mr. D. D. Thapar of the State Bharat Sevak Samaj, the other persons who attended were 64 in number. They were either Block Development Officers, Assistant Inspectors of Schools or Headmasters and other teachers of schools and some Public Relations Officers of the Government of the Punjab. There were some Sahyogis of the Lok Karya Kshetra Group but the Pracharaks do not seem to have been more than one or two. The total number of persons was only 64 and most of them were Government servants or school teachers and just a few of them were workers of the Lok Karya Kshetras or Jan Jagran Group. The expense incurred was Rs. 1,317·08. Unfortunately, there are no details of this expenditure but the report of the Seminar shows that effort and serious effort at that was made to discuss the Plans and to push forward their publicity.

#### Kalyani Seminar :

4.263 As far as Kalyani Seminar is concerned, the accounts show that a lump sum was remitted by the Central Samaj for Kalyani Convention of the West Bengal Pradesh B. S. S. Even the report says the following:—

"Kalyani, it has to be said, did not prove entirely satisfactory as the venue of the Seminar".

4.264 After reciting the difficulties the report said on the whole it was a successful seminar. The report further shows that the seminar was of the Bharat Sevak Samaj because the subjects discussed concerned all the activities which the Samaj had undertaken.

4.265 The result of the Seminar may be summed up as follows:—

"Mr. P. C. Sen in his closing address summing up the different recommendations of the Seminar suggested how effectively this could be implemented by the members of the Samaj".

4.266 The report shows that it was not a special meeting of the workers of the Jan Jagran Group but a general meeting of the Samaj and it has been rightly called the Convention of the West Bengal Pradesh B. S. S. As a matter of fact, the money in advance was sent by the Centre for the Convention and the account shows that the balance was also adjusted against the Convention. So that the amount of Rs. 3,058.74 was debited to the Ministry for the seminar for the purposes of grant according to the pattern.

4.267 The Convention of the Orissa Pradesh B. S. S. was held at Sakhigopal in October 1959. The Seminar connected with Jan Jagran was a part of the Convention of the Samaj in Orissa.

4.268 When asked on April 28, 1972 whether the Samaj had separate accounts for the Conventions, Mr. Chawla of the Samaj said that the expenditure was on the Seminars and no separate accounts or expenditure was incurred on the Conventions. Mr. Wakhre of the Samaj contradicted this and said that the accounts of the Conventions were with the States and they must have got them and included them in the State accounts. This is an unsatisfactory explanation; the expenditure although incurred on Conventions, was paid out of seminar funds, leading to the position that the Convention expenses of the Samaj were paid out of Government funds. The Samaj was asked to produce these convention accounts but none are forthcoming.

#### Dharwar :

4.269 Another seminar was held at Dharwar for three days in March 1961 from the 11th to 14th. The Ministry has criticised this seminar in a note dated May 19, 1961 saying that the recommendations were such as would normally come from uninformed organisations, playing up to the gallery and the Seminar organised by Samaj should have been more informative and enlightening because the Ministry's Field Agency itself was equipped with all the literature on Plan publicity. But no further action was called for.

4.270 If the proceedings showed that the seminar served no useful purpose then some further action should have been taken and when the Ministry was asked about it, it replied that the seminar had been held and, therefore, grant had to be given irrespective of its utility or success or otherwise of the performance. The Commission is unable to accept this explanation for payment by the Ministry that if it is a *fait accompli* then payment follows as a matter of course.

#### Delhi :

4.271 An All-India Convention of the Bharat Sevak Samaj was held at New Delhi from April 8 to 10, 1961 and the expenditure was debited to the seminars under the Jan Jagran scheme. The Samaj has, however, shown the seminar under the Jan Jagran scheme. It was held between 4th and 7th April, 1961 and a training camp from the 11th to 30th April, 1961. The total expenditure on all of them (conventions, training camp and the seminars) came to Rs. 10,834.36 and was debited to the Jan Jagran account. The number of persons who attended this seminar is not shown and there is nothing to show who took part in the seminar, but the following figures show the number of persons who took part in the training camp:—

Date	Number of workers
11th to 13th April	160 each day
14th to 21st April	90 " "
21st April	87 " "
23rd to 25th April	84 " "
26th to 29th April	81 " "
30th April	56 " "
1st to 3rd May	40 " "

Some of the workers had to stay on till May 4, 1961 because accounts had to be settled.

4.272 Why all expenses were debited to the account of the Jan Jagran seminar remains unexplained. It appears that the Ministry passed the accounts because no details were required to be given in the accounts to be submitted.

4.273 The Chartered Accountant who audited the accounts has not been given separate accounts for these seminars but a combined account has been given showing the total expenditure for the year 1961-62 under the head "Seminars and Plan Publicity Programmes at the Centres" Rs. 64,926.77.

4.274 The ledgers of the B. S. S. show that the total expenditure of Rs. 10,834.36 was in the first instance debited to the training programme under Mass Contact but on March 9, 1962, a sum equal to 20 per cent i.e. Rs. 2,166.87 out of that expense was debited to the seminar. But whatever be the state of accounts, this Rs. 10,834.36 was debited to the Jan Jagran grants and paid out of it. The figures as given in audited Receipts and Payments account for the year 1961-62 show the matters as follows:—

Training programme at Malcha Marg, New Delhi.	Rs. 8,667.49
Seminars and Plan Publicity programmes at the Centres*	Rs. 64,926.77
(*It appears this includes Rs. 2,166.87 on Delhi Seminar).	

4.275 As has been shown above, the All-India Bharat Sevak Samaj Convention was also held during this period and there is no evidence pro-

duced before this Commission showing that the expenditure on that Convention was separately shown and paid out of the separate funds of the Samaj although in the previous years beginning from 1955-56 to 1959-60 the expenses of the Convention have been shown separately in the general accounts of the Samaj.

#### Narnaul :

4.276 The annual convention of the Bharat Sevak Samaj and the Bharat Sadhu Samaj was held at Narnaul in Mohindergarh District in March 1961—between 15th and the 19th of that month and the Plan Publicity Seminar was also held at the same time; there was also a seminar of the Work Camp Section. The Governor of the Punjab addressed a joint meeting of all these organisers. The session was opened by Mr. G. L. Nanda. The programme shows that about 20 minutes were allotted to the Plan Publicity Seminar on March 16 and 1½ hour on March 18 and it was also to be discussed on March 19.

4.277 The accounts of the convention and of the Bharat Sadhu Samaj are not produced before the Commission, but from the programme it appears that the whole thing was a joint one. The amount expended on the seminar was Rs. 2,265.78. No accounts have been produced of the expenses incurred on the All-India Convention or on the Bharat Sadhu Samaj. So whether this amount of Rs. 2,265.78 was meant only for the seminar or included expenses for the convention is not shown in the account. But the main point is that expenditure was incurred under Jan Jagran Scheme and no proof of any expenditure on the other organisations at Narnaul has been adduced.

#### Andapur and Kanto (both in Orissa):

4.278 This convention at Kanto was held in November 1961. A letter from the Pradesh Organising Secretary, Orissa, dated November 23, 1961 shows that it was very poorly organised. His comments were that it was no seminar at all. When he reached the place, he was told that the seminar had ended the previous day and it consisted of a grand feast for a few officials and the Block staff. There was no assemblage

of delegates, no formation of Working Groups and no discussions. There were no reports.

4.279 His opinion with regard to the seminar at Baidakhia near Anandapur was the same and about the two seminars which were sanctioned for Keonjhar he said that they were not properly planned and the whole thing was haphazard and he formed a very poor opinion of these seminars.

4.280 It could not be said therefore that these seminars served any useful function.

#### Achhabal:

4.281 Four seminars were to be held at Achhabal near Srinagar between October 24-28, 1961 which were to be attended by about 50 delegates and for this Rs. 400 were sent by the Central Samaj to the Pradesh Information Secretary. On November 14, 1961; the Publicity Organiser of the Government of India at Anantnag complained to the Regional Officer, Srinagar, that he visited Achhabal on November 4, 1961 to participate in the seminar but found the centre locked and there was no seminar. Two Block Development Officers were also with him. The Regional Officer forwarded the letter to the Central Samaj and pointed out that a similar thing had happened near Srinagar before.

4.282 The ledger of the Bharat Sevak Samaj shows that the amounts sent for the seminars were adjusted and accounted for in the year 1961-62. The report of the officer shows that no seminar was held and yet all this money sent was taken into account as amounts expended. This shows the undependability of the account and want of scrutiny by the Ministry.

#### Vyas Sammelans:

4.283 Another medium for Plan publicity which the Samaj adopted was to press into service *Vyases* and *Kathakars* who were described bards and minstrels in the proposed Jan Jagran scheme by the Samaj itself. Three sammelans of these persons were held—one at Allahabad, another at Bombay and the third at Hardwar. The total expenditure incurred on these sammelans was Rs. 26,792.39 and the details of the expenditure and the dates of the sammelans were as under :—

Dates of the sammelans	Places where they were organised and the occasion	No. of Vyases who participated according to the BSS	No. of Vyases who participated according to report of Field Pub. Officer of the Ministry	Amount of assistance given to the Sammelan
20-1-60 to 4-2-60	Allahabad	50	Not available	Rs. 6,138.43
3-12-60 to 5-12-60	Bombay	49	30-35	Rs. 3,862.75
17-3-62 to 17-4-62	Hardwar	63	30-35	Rs. 16,791.21
				Rs. 26,792.39

### Sammelan at Allahabad:

4.284 The objective of holding the sammelan at Allahabad as given in an annexure to the sanction was to invite some learned and popular Kathakars and Vyases from the various parts of the country and to discuss with them ways and means for utilising their services in Plan publicity in a more intensified and effective manner than was being done under the Song and Drama Division of the Information & Broadcasting Ministry. In the sanction, three conditions were imposed :—

- (1) That no expenditure will be incurred for transport or board or lodging of those Vyases who had been engaged by the Regional Officer, U.P. but such persons could participate in the seminar held by the Samaj.
- (2) The participation of such persons and utilisation of their services for Plan publicity was to test the utility of the ideas emerging from such seminars for future action.
- (3) The Samaj was to send a statement showing the details of expenditure incurred in connection with the seminar along with its report and suggestions for future action.

4.285 A report of Regional Officer, Lucknow, dated December 1, 1960 in regard to the participation of Vyases in the seminar organised by the Samaj shows that the seminar was not very effective and whatever little success it achieved, was because of the association of the Government agency the Five Year Plan Publicity Unit by name. The report shows that majority of the Vyases had little knowledge about Plan targets or its achievements. The medium of Vyases had its limitations and it could only be effective if it was a complement of a Unit like the Five Year Plan Unit of the Government. Though some of the Vyases had satisfactory knowledge about the Plan, a majority had only a vague idea. The Vyases could neither collect people nor hold them for long because of the basic deficiency in the medium itself.

4.286 When the Ministry was asked about the report made by the Regional Officer, its reply was that it would not be correct to say that the seminar at Allahabad was a failure. Why it should disregard the opinion of its own officer is not clear. This reply is in sharp contrast to the decisions of the Ministry in regard to future sammelans because of the inutility of the one held at Allahabad. Besides, if reports were for the purpose of testing the utility and they were to be ignored, then why did they have this elaborate provision for having reports. The position taken by the Ministry is disconcerting because it

amounts to this whatever be the reports, adverse or otherwise, opprobrious or approbative, the Ministry would feel satisfied as the statements of Mr. S. Padmanabhan tends to show, then all these elaborate checks and balances was an exercise in futility.

4.287 As the report from Allahabad was not very encouraging, the Ministry regretted its inability to approve the proposal of the Samaj for organising a similar seminar at Bombay when sanction was applied for by the Samaj on October 26, 1960 for holding the sammelan towards the end of November at Bombay. In view of the report of the Field Publicity Officer, U.P., the Ministry wrote to the Samaj on December 7, 1960 that they could not allow the second sammelan to be held at Bombay and that if it was held, the Samaj will have to meet the expenses out of its own funds. As the table above given shows, the sammelan was held between December 3 and December 5, 1960 and an expenditure of Rs. 3,862.75 was incurred by the Samaj on this Sammelan. The Samaj on January 9, 1961 informed the Ministry that the sammelan had been held with the full knowledge of Government who had already expressed their appreciation of the objectives of the Samaj and that the holding of the sammelan did not require the sanction of any funds because it was not a new activity and therefore they had gone ahead with their arrangements after discussing the matter with a Deputy Secretary. The record of the Ministry (File No. 1(31)/PP) at p. 10 gives no indication of the discussion. On the other hand, the Deputy Secretary recorded a note on December 5, 1960 that he was doubtful about the advisability of giving further grants-in-aid for the Vyas sammelans and it was on the basis of this that the Ministry said that it will not be able to pay the grants. Unfortunately this particular Deputy Secretary's notes were disregarded and even before the Commission, Mr. S. Padmanabham of Information & Broadcasting Ministry was not exactly complimentary about him, which shows that the ministry was two minds.

4.288 As the sammelan had already been held, the expenditure was admitted as a special case with the direction that this was not to be done in future. This is another instance of the Ministry accepting a *fait accompli* and paying in spite of its being dissatisfied and in spite of its express orders though belated that the grant would not be paid.

4.289 A report in Hindi was sent by the Samaj to the Government and in the covering letter they gave a gist showing that the Vyases were exhorted to strengthen the moral standard of society, and to promote steps for building national character and that they could successfully carry the message of the Plan and secure greater public participation.



4.290 Further, a sub-committee was formed to frame rules and regulations of a Central Body of *Vyases* and it was decided that a training course would be set up by the Bharat Sevak Samaj which was a panacea for all ills and defects. It was also decided that the Samaj would publish suitable *Kathas*, collection of songs etc. for national integrity and *sadachar* (good morals) and the Plan.

4.291 The Ministry was asked about this *sammelan* and its reply was that "holding of *Vyases Sammelan* by the *Bharat Sevak Samaj* was a new venture and no spectacular results could be expected". When asked about the expenditure, the Ministry replied that the Samaj should have awaited the Ministry's approval before holding the *Sammelan*. This indicates equivocation in the thinking of the Ministry.

4.292 It may be pointed out that the Publicity Officer of Baroda was asked to make a report about the *sammelan* and his reply was that about 30-35 persons attended. Mr. Jaisukh Lal Hathi, Union Deputy Minister and Pachlegaonkarji Maharaj of the Bharat Sadhu Samaj were also present. The report ended as follows:—

"The *Sammelan* is not considered to be a great success. The fact that some workers of the Bharat Sevak Samaj had visited but have refused to give any information about it also supports this inference".

4.293 In regard to the success or otherwise of the *Sammelan* the Ministry seems to have disregarded once again the report of its own officer.

It may further be mentioned that some speeches made at the Indian Institute of Technology were also taken as part of the proceedings of the *Sammelan*. A further point to note was that on December 5, 1960, the session of the *Sammelan* was held at the residence of Swami Akhandanji Maharaj of the Bharat Sadhu Samaj. In this connection, it may also be mentioned that in the application made by the Samaj they had stated that a Gita *Sammelan* was being held at Bombay followed by *Gyan Sammelan* which had a great deal of affinity with the sort of work which the Sadhu Samaj would be doing. This would have little, if any, connection with Plan publicity.

4.294 Although the *Sammelan* was held without the previous sanction of the Ministry and the Ministry was not impressed with the previous performance at Allahabad and had even indicated to the Samaj that the *Sammelan*, if held, would not be paid for, the expenditure was admitted because it had already been held before the letter of the Ministry and without its knowledge. A note in the file shows that the expendi-

ture was admitted because it was incurred under a belief that it would be admitted by the Ministry, a belief which is not supported by anything on the record and which is not a ground for admitting expense. It was admitted as a special case as shown by the letter of the Ministry dated September 8, 1961 and this was after the report of the Publicity Officer at Baroda that the *Sammelan* was not a success which is no credit to those who have the expenditure of public revenues in their hands.

#### Training Camp for Katha and Kirtankars.

4.295 Under the heading "Activities of Bharat Sevak Samaj on the occasion of the Kumbh Mela" the Samaj has given a report of an all-India training camps for *Katha* and *Kirtankars* from Hindi-speaking areas of the country. It began on March 17, 1962. Sixty-three (63) *Katha* and *Kirtankars* including 13 women—a list of these persons is given—from U.P., Madhya Pradesh, Himachal Pradesh, Saurashtra, Bihar, Vidharba and Maharashtra participated. The camp was inaugurated by Panchlegaonkarji on March 17, 1962 at 4 P.M. and it was presided over by Pt. Chander Bhan Sharma, Secretary of the Jan Jagran Group. A speech was made by Mr. Suresh Chander Sharma, Convenor of the *Vyas Samaj* a short resume of which is given. That is followed by the programme which was observed every day. This is followed by the syllabus in which the emphasis seems to be on religion and social education and also the contribution to Hindu culture of the great Indian Sages. Of the 15 subjects which have been mentioned as having been undertaken as a part of the study, there are three which have a connection with planning—No. 10, No. 12 and No. 15, that is, Village Panchayat Co-operatives etc. and Five Year Plan and Prohibition; and another subject included was Jan Jagran, Lok Karya and training programme of the Samaj. Thus, out of the 15 subjects forming part of the syllabus, only these four related to the Plan; the rest were subjects dealing with Hindu religion, its antiquity and how to eliminate the defects which had crept into it during the course of centuries.

4.296 There is also a mention of letter which the Samaj was receiving from various areas where the *Vyases* had taken up *Kirtans* and *Kathas* in rural localities in order to enthuse the people partaking in the developmental activities. Another activity which formed part of the *Sammelan* was Ram Darbar where lessons from the Ramayana, the Bhagwat Gita and Durga Saptasati were regularly read and in the end a Vishnu Yagna was performed. The Planning Minister, Mr. Gulzari Lal Nanda, took part in it. Then follows a report about the *Vyas Sammelan* and this was the third all-India *Sammelan*, which was held on April 13, 1962 where Mr. Gulzari Lal Nanda made a speech; so did Mr. Ananthasayanam Ayyanger, the then

Governor of Bihar. This was followed by an address to delegates and campers, 150 in number, by Panchlegaonkarji Maharaj. The theme of his speech was the desirability of popularising the deep and intricate teachings of our ancient scriptures.

4.297 The session was of 3 days and ended on April 17, 1962. A resolution was adopted for organising *Kirtan Mandals* in different parts of India to enrol workers for contributing 5 hours a week for national development. Amongst the other participants were Swami Sukhdevanandji of Rishikesh, Mr. Dinsha Mehta of Bombay, Swami Shantanandaji and Swami Bhajnandaji, all except one being Hindu *Sanyasis*. At the end of the session the *Sammelan* was addressed by Mr. Nanjibhai Kalidas of Porbandar, a well known philanthropist who spoke about the necessity of raising our moral standards and build up our character in which Katha and Kirtankars could contribute very considerably. At the end of the session the promoters were thanked and a hope was expressed for the speedy development of newly formed wing of the Bharat Sevak Samaj.

#### Medical aid given:

4.298 Besides these activities there was a dispensary where medical aid was given to about 400 persons. There was also an exhibition showing the basis of national solidarity and for necessity to have development of cultural and moral evolution of the country. There was a service camp where there were 85 volunteers who coordinated with Mela authorities. They were posted at all enquiry offices and ghats and 100 lives were saved from drowning tragedies and children separated from their parents were returned to them. Whether this was a performance of the volunteers is not clearly stated. The food arrangement for the volunteers was arranged by the Bharat Sevak Samaj and travelling expenses were borne by the volunteers themselves.

4.299 The Commission has given an analysis of the account of this Seminar of the All India *Vyases* which appears to be, as the report itself shows, a newly formed wing of the Bharat Sevak Samaj. The report shows this that emphasis was on the propagation of Hindu religion through recitation of the Ramayana, the Gita and Durga Saptasati and through a *Yagna* which may be extremely laudable and desirable objects but by no stretch of imagination do they fall within the purview of Plan publicity. How this *Sammelan* was going to help the Plan publicity is not shown in this report and there is nothing to indicate on the record how this was going to help in subserving the objectives for which the State was footing the bill out of the revenue of secular India.

4.300 One other matter requiring consideration is the fact that there were 85 volunteers who were posted at enquiry offices and at the ghates and performed valuable service, according to the report. That also may be so but the question is could the funds to be expended on the Jan Jagran scheme be expended on the feeding of these 85 volunteers who as the report shows, were fed by the Samaj. The accounts of the *Sammelan* show messing charges but no accounts of the Samaj have been produced showing that the food of these volunteers was paid out of the general funds of the Samaj.

#### Hardwar Sammelan:-

4.301 In spite of the fact that the Information & Broadcasting Ministry had received unfavourable reports about the utility of these *Sammelans*, the proposals of the Samaj dated December 8, 1961 for holding a *Vyas Sammelan* at Hardwar on the occasion of Kumbh Mela was sanctioned by the Ministry. The Samaj proposed an expenditure of Rs. 40,000 on holding of the All-India *Vyas Sammelan*, holding of training camp for the *Vyases* and arranging and organising an exhibition of Plan publicity. The Ministry agreed to the holding of the *Sammelan* on the condition that it would be arranged in coordination with the Regional Officers, U.P., the programme would prove to be effective for Plan publicity and the total expenditure would not exceed Rs. 13,000 in place of Rs. 40,000 proposed by the Samaj.

4.302 The proposal for organising a training camp was also agreed to subject to the condition of training 100 *Vyases* and the expenditure was limited to Rs. 8,500. At the same time the Ministry directed the Director of Field Publicity to ask the Regional Officer, U.P., to assist the Samaj in organising the *Sammelan* and to report on the effectiveness of the programme from the point of view of Plan publicity. But the Ministry failed to send or cause to be sent requisite instructions to the Regional Officer, Field Publicity, Lucknow. After the *Sammelan* the Regional Officer was asked in June 1962 to report about the *Sammelan* and his report was that as he was not asked to "either watch, supervise or submit any report on the programme arranged by the Bharat Sevak Samaj during the Kumbh Mela at Hardwar he did not pay much attention to what was going on there but as the camp was next door he had observed that there was training of *Vyases* for promotion of Plan publicity and there was a camp of the Bharat Sadhu Samaj".

4.303 In regard to the training he said that there were 3035 *Vyases* who appeared to belong to Punjab, U.P., Madhya Pradesh, Andhra Pradesh and Maharashtra etc. and that the Regional Officer was invited to address the

*Vyas Sammelan* twice but he does not say whether he did address them. Further, the Samaj had assured him that *Vyases* after training would be available from which their capacity and efficacy for promotion of Plan publicity could be judged but in spite of the request made by the Regional Officer they were not made available, and further that the persons receiving training appeared to be quite earnest men and women between the age 25 to 60. But it was clear that all of them could not be utilised for the purpose. He could not say anything about the Bharat Sadhu Samaj convention because he was too busy with his own work. This report of the Regional Officer was not the result of his careful observation of the proceedings of the *Sammelan* but an impression that he got as a neighbour and the report seems to be most vague and does not throw any light on the *Sammelan* having subserved the purpose for which the Ministry had agreed to pay grants.

4.304 The main points brought out in the report of the Regional Officer Field Publicity Lucknow were—

- (1) Both the Training Camp for *Vyases* and the Camp of the Bharat Sadhu Samaj were held in the same place.
- (2) In the Camp for *Vyases* 30 to 32 people participated.
- (3) Even though the Samaj had assured the Regional Officer that some *Vyases* would be made available to the Regional Officer for testing the efficacy of their programme for Plan publicity purposes no *Vyases* was made available.
- (4) A Conference of the Bharat Sadhu Samaj was convened at the same time at Hardwar which was attended by Mr. Gulzari Lal Nanda.

4.305 In reply to a question which was Part XL of the questionnaire issued to the Ministry on September 17, 1970, the Ministry replied :—

“In connection with organisation of plan publicity activities by the Bharat Sevak Samaj at Kumbh Mela, Hardwar, it was stipulated that if the report of the Regional Officer (FYPP) U.P. indicated that the programme had failed to achieve the intended object, the expenditure on that account, would not be admitted for the Government grant.

“Subsequently it transpired that the Samaj did not arrange the programme in coordination with the Regional Officer (FYPP) U.P., Lucknow, although the Regional Officer himself arranged a few programmes of his own, being oblivious of the fact that he was to assess the utility of the programmes organised

by the Bharat Sevak Samaj. No doubt, the Regional Officer, was unable to evaluate the Samaj's programme in the manner required. All the same, on the basis of his sketchy report the expenditure incurred by the Samaj on this account, was admitted as a *fait accompli*”.

4.306 This answer shows that the condition of the *Sammelan* being in coordination with the Regional Officer, Lucknow, was not fulfilled and he arranged a programme of his own “being oblivious of the fact that he was to assess the utility of the programme organised by the Bharat Sevak Samaj”. The report that he gave was “sketchy” and it was nothing but a recollection of something which the Officer thinks he sometime earlier observed. The sketchy report even as it does not show that any useful purpose was served by the *Sammelan*. The Commission has referred to the report of the Samaj itself is more indicative of a very heavy emphasis on the revival and spirit of Hindu Religion and culture than on Plan Publicity.

#### Two essential conditions:

4.307 The two essential conditions of the grant—(1) the holding of the *Sammelan* in coordination with the Regional Officer, Lucknow and (2) the grant being payable only on his assessment being favourable to the Samaj were not fulfilled but it appears that the Ministry was not very particular in the matter of the Samaj and as the *Sammelan* had been held and some money had been spent, it thought it expedient to admit the expenditure.

4.308 It may here be mentioned in parenthesis that one of the books prescribed as a syllabus was a translation of speech of Lok Manya Tilak he made in 1918 which emphasized importance of the *Kathas* and *Kirtans* for social purposes. This is one of the brochures published by the Samaj and debited to Jan Jagran Scheme of Brochures.

4.309 In regard to this pamphlet the Commission asked the Samaj how this was relevant to Plan Publicity and the reply was that it was approved by a committee before publication and the Ministry of Information & Broadcasting had their representative on it. The Ministry has put a cross-interrogatory on this particular question, Part XXXIII, as follows :

“No prior approval of this Ministry was obtained for bringing out brochures for Plan Publicity. In this connection it is seen from the statement of publications of brochures for half year 1-10-1961 to 31-3-1962, where the publication “Lok Manya Tilak” figures, that the vetting of the manuscripts of the brochures proposed to be published by the Bharat Sevak Samaj was done only from the half year from

1-10-1964 to 31-3-1965. Hence, the brochure "*Lok Sewa Ke Keshtra Main—Kirtan Tatha Kathakar—Katha Ram*" (Lok Manya Tilak) had not been examined by the Ministry of Information & Broadcasting. In the circumstances, the Samaj may be asked to substantiate how this publication was relevant to Plan Publicity".

4.310 Further it may be observed that the answer of the Samaj is not supported by the record. This pamphlet was published by the Samaj between October 1, 1961 and March 31, 1962 when there was no committee in existence and therefore it could not have received the approval of any Committee. At any rate, it does show this that when the Ministry was admitting expenditure, no careful scrutiny was made of the pamphlets published in order to see whether they had any relevance whatsoever with the Plan Publicity. It may be that publication of a speech of the Lokmanya Tilak may be a desirable thing but the question for decision is whether payment for the publication of that speech in 1961-62 falls within the purview of the objectives for which the Jan Jagran grants were given and from the answer of the Ministry it appears that this particular pamphlet, at any rate, was not.

4.311 To end up, as far as *Sammelans* are concerned—

- (1) The *Sammelan* at Allahabad was held and a fair amount of money was paid but it was an unsuccessful venture and was reported against by the Regional Officer.
- (2) In spite of the want of success of the Allahabad *Sammelan*, a *Sammelan* was held at Bombay before receiving the requisite sanction and the Ministry quietly paid for it although even the *Sammelan* was found by the Regional Officer to be an unsuccessful venture and it did not subserve the objects of the Plan.
- (3) The Hardwar *Sammelan* in the first place did not conform to the conditions imposed in the sanction. There was no proper report, and the report of the Regional Officer which has been described to be sketchy by the Ministry itself, do not show that the moneys spent were spent for the purposes of Plan Publicity. On the other hand, they had a religious character and were more or less parallel with the Conference of the Bharat Sadhu Samaj. Further, it was an attempt on the part of the Bharat Sevak Samaj to start a new venture called the All-India *Vyases Sammelan*. Surely public revenues cannot be used for the furtherance of any religion, whether Hindu or any other, and that is what the objective of at least the Hardwar *Sammelan* was.

#### Plan Information Centres :

4.312 Under the Mass Contact Scheme another activity was started by the Samaj sub nomine' Plan Information Centres. In the sanctions for the Jan Jagran Scheme for the years 1961-62 and 1962-63, there was no mention of this new activity.

4.313 Mr. Wakhre has drawn the attention of the Commission to the Samanta Committee Report where it is stated that the new scheme of Plan Information Centres was "ushered in during 1961" (Para 3.25 at page 19). But there is no mention in this report of any Scheme for such centres having been submitted on any definite date or under any sanctioned scheme based on any proposals of a particular date submitted by the Samaj nor is there any basis of the remark mentioned in the report. The first time that these Plan Information Centres were mentioned for the purposes of the grants was on September 5, 1962 when the proposal in regard to them were sent without any details but only with a request for a sum of Rs. 20,000 for the period September 1, 1962 to November 30, 1962, i.e. only for three months. The Ministry without demanding any details of the scheme or its expenditure sanctioned the anticipated expenditure on March 23, 1963, i.e. for the year 1962-63. As a matter of fact this amount was made a part of the proposal for a grant of Rs. 2 lakhs out of which Rs. 1.5 lakhs was sanctioned on 27-11-1962. This was an advance without any details. There was no indication in the grant as to its terms or the conditions attached thereto nor did the Samaj give any particulars of the programme as to numbers and location or the pattern of assistance.

4.314 The Samaj, however, included in its accounts submitted to the Ministry for the year 1962-63 the expenses on the Plan Information Centres both for the year 1961-62 and 1962-63. For both the years the amount expended as shown in the accounts was Rs. 63,267.10. Out of this the expenditure for the year 1961-62 was Rs. 6,038.29 and the balance was for the year 1962-63.

4.315 A detailed scheme of Plan Information Centres was submitted to the Ministry on May 13, 1963 and the objects of the scheme, as stated, were:—

"The Plan Information Centres are being set up by the Bharat Sevak Samaj to create better awareness in the people of the objectives, targets and programmes envisaged in the Five Year Plans and to secure people's active participation in the implementation of the various development schemes.

These centres can be located at Pradesh/District/Headquarters of Bharat Sevak Samaj/

Lok Karya Kshetras/Jan Sahyog Kendras/ Libraries/Educational Institutions/Development Projects or places of tourist interest which are visited every year by more than 10,000 persons". The activities to be conducted under this Scheme were the following:—

- (a) Library
- (b) Reading Room
- (c) Study Circle
- (d) Social Service League
- (e) Plan Information Forums
- (f) Excursion to selected development projects
- (g) Exhibitions
- (h) Dramas and Cultural function to popularise the Plans
- (i) Contests
- (j) Youth Guidance Service
- (k) Group Meetings.

4.316 It may be mentioned that most of these activities were already covered by the earlier Mass Contact Schemes or under the Lok Karya Kshetras and appear to be duplication.

4.317 The Scheme started functioning from January 1, 1962 and by the end of March 1962 there were as many as 43 Plan Information Centres, but no expenditure on the Plan Information Centres for the year 1961-62 was shown in the accounts of that year.

(See Table 4-I *infra*).

But in the accounts of the year 1962-63 the expenditure on the Information Centres opened in 1961-62 and 1962-63 were shown. The total expenditure as shown in the Receipts & Payments accounts was Rs. 63,267.10, the details of which are as follows:—

Plan Information Centres	Rs.
Maintenance allowances to workers . . . . .	15,826.37
Books and periodicals . . . . .	17,620.87
Furniture . . . . .	9,412.83
Charts . . . . .	2,229.17
Postage and Stationery . . . . .	3,821.99
Equipment for cultural activities . . . . .	3,383.93
Miscellaneous Expenses . . . . .	4,642.66
Total . . . . .	56,937.82
Amounts for which the Centres have still to render account.	6,329.28
	<u>63,267.10</u>

And these are not indicated as accounts of the expenditure for the two years above mentioned but are just shown as expenditure on Plan Information Centres. But the accounts, the journals, for March 1963 show that the expenditure is for two years. The Ministry had no means of knowing that the accounts were of the two years 1961-62 and 1962-63. The main objection to all this is that the new scheme was started without any reference to the Ministry and without getting the approval and the Ministry in its turn accepted the expenditure without even getting the details of the scheme and without knowing anything about the number of places where the Plan Information Centres were running because the audited accounts gave no details excepting what has been said above.

4.318 The Ministry was asked to explain this and its reply was :

"This grant was sanctioned on the basis of certain norms settled with the Samaj in consultation with the Ministry of Finance. (The relevant papers are unfortunately not traceable). However, the sanction letter No. 1(12)/63-PP, dated the 2nd November, 1963 indicates that the grant for the year 1963-64 was given for covering expenditure on continued schemes of the Samaj which, *inter alia*, included the setting up of Information Centres under the Samaj's approved activity of Mass Contact Work. Therefore, admitting of expenditure on Plan Information Centres was in order".

4.319 The implications of this reply are that the grant was sanctioned on the basis of certain norms which had been settled with the Samaj and this had the concurrence of the Ministry of Finance. The answer as it stands would imply that the establishment of Plan Information Centres had been discussed between the Ministry and the Samaj and the matter was settled, i.e. it was agreed between the Ministry and the Samaj that they could be established and secondly this had the concurrence of the Ministry of Finance. Both of these premises are not supported by the records and appear to be incorrect. Even the Samaj does not go so far as this and its reliance is on a remark made in the Samanta Committee Report saying that the revised scheme was ushered in 1961 without mentioning the basis for this remark and none has been submitted to them or before this Commission. The records produced do not show any document to support this. On the contrary the facts are just the opposite.

4.320 As has been above there was no mention of these Plan Information Centres which were started in 1961-62 either in the scheme submitted by the Samaj or in the grants made for that year, nor was the activity mentioned for the purposes of grants in the year 1962-63. It

was in September, 1962 that the proposal for the Centres was sent without any details but with a request for Rs. 20,000 for a period of three months which was just sanctioned retrospectively by the Ministry on March 23, 1963 for the year 1962-63. The expenditure for both the years 1961-62 and 1962-63 was shown in the audited accounts for the year 1962-63. At what stage there was any settlement between the Ministry and the Samaj has not been shown by reference to the files.

4.321 As to the consultation with the Ministry of Finance again the answer does not seem to be based on facts. A note of Mr. V.S.T. Chari, Assistant Financial Adviser and Under Secretary, dated March 22, 1963, shows that the Deputy Minister Mr. Ahmed Mohiuddin had spoken to him i.e. the Assistant Financial Adviser, asking him that the Ministry should treat the Bharat Sevak Samaj favourably and thereafter Mr. Chari thought it was not necessary to trouble the Financial Adviser about this matter. There is not even a mention of the Plan Information Centres in Mr. Chari's note extending over 6 pages nor is there any indication that the attention of the Ministry of Finance was specifically drawn to the question of centres and their concurrence was sought or given. The concurrence of Finance Ministry was given to the expenditure on the whole scheme of Jan Jagran and if there was no specific mention of the Plan Information Centres therein, it cannot be said that the attention of the Ministry of Finance was drawn to this new scheme or it concurred consciously knowing what it were giving concurrence to :

4.322 All this leads to the conclusion that :

(i) the Samaj incurred the expenses on the Plan Information Centres in the year 1961-62 and in the year 1962-63 without the prior concurrence of sanction of the Ministry;

(ii) there is nothing to indicate that before this sanction was given or expenditure was admitted the Ministry got the approval of the Ministry of Finance in regard to Plan Information Centres;

(iii) no details were obtained of this new scheme nor any terms and conditions imposed when the grants were given and the expenditure was accepted without knowing the details of the Scheme or the location of the Plan Information Centres nor the dates of opening of the Centres;

(iv) even the expenses of this new Scheme for the years 1961-62 and 1962-63 were shown in the accounts of the year 1962-63 which would necessarily have been rendered in 1963-64 i.e. after end of the year 1962-63. In these circumstances the inference one is led to is that the Ministry did not concern itself with the activities which the Samaj carried on, gave

grants without a careful scrutiny of schemes and that some of the Central Ministers did not hesitate to ask the Finance Ministry officials to treat the Samaj favourably. Some of the Finance Ministry officials were only too glad to agree without informing their seniors.

#### Location of Plan Information Centres :

4.323 The details of the Scheme of these centres and the objects thereof have already been set out. To repeat, these were submitted by the Samaj on May 13, 1963. These centres, their opening and closing are shown in Table 4-L *infra*. They were located at the same places where Jan Jagran units and the Lok Karya Kshetras were working and a large and major part, if not the whole, of the programme under the Plan Information Centres was common with that of the Jan Jagran and Lok Karya Kshetra Schemes.

4.324 In the grants there was a condition that the activities under the scheme of the Bharat Sevak Samaj were not to overlap the corresponding activities of the Central or State Governments. The places where most of the Plan Information Centres were opened were State capital or District towns where either the Government of India or the State Government had their own centres for Plan publicity as well as publicity of other activities.

Thus the two main defects were—

(i) duplication of the work of the Lok Karya Kshetras and Jan Sahyog Kendras; and

(ii) overlapping of work done by the Government's own publicity centres.

4.325 For some reason it was not a requirement of the grant for the Samaj to get the approval of the Ministry for locating its Plan Information Centres at different places and that seems to be the reason for its opening Plan Information Centres where the corresponding institutions of the Government were already existing.

4.326 It appears also that although the condition against overlapping was specifically stated in the grant regarding Government Plan Information Centres and there was overlapping of the scheme with other schemes of the Bharat Sevak Samaj under the Lok Karya Kshetras and Jan Sahyog Kendras Scheme, the Ministry did not take any objection. The Commission has prepared three tables. Table 4-L shows the place where the Bharat Sevak Samaj had Plan Information Centres. Table 4-M shows where the Central and State Government had Plan Information Centres and Table 4-N shows where the Lok Karya Kshetras had Plan Information Centres. All these three Tables show the overlapping between the Plan Centres of the Central



and State Governments and Information Centres of the Samaj. The Table 4-N shows where the Lok Karya Kshetra Information Centres and the new Centres overlapped.

In this view of the matter the Commission is of the opinion that:

- (i) the Scheme of Plan Information Centres was started without the permission of the Ministry or even their knowledge;
- (ii) the accounts were passed retrospectively for 1961-62 and 1962-63 although the Ministry had not given its permission for the expenditure; and
- (iii) when the Scheme was submitted to the Ministry in May 1963, certain conditions were prescribed by the Ministry to avoid overlapping, but the Ministry did not keep this condition in view when the expenditure was allowed.

**Closing of Plan Information Centres and disposal of the assets thereof :**

4.327 As has already been observed that in the scheme submitted by the Samaj there was no mention of the number of Plan Information Centres to be opened, nor when and how they were to be closed. In the sanction also the Government did not lay down any conditions for their location or for their closure. There were 83 Plan Information centres which by October, 1963 were reduced to 59 others were closed and the Central Samaj directed that the assets of these centres be sold and the sale proceeds thereof were to be remitted to the Central Office. This was to be done after constituting a Committee consisting of the officials of the Pradeshes and districts of the Jan Jagaran Scheme. But whether the same was to be done under their directions or not is not quite clear from the language. The accounts of the Samaj, however, do not show any sale proceeds of these articles or books or other assets belonging to the Centres.

4.328 In part XXX of the questionnaire the Samaj was asked about these assets. The Samaj replied that the unusable furniture and books were transferred either to Public Information Centres which offered to work on voluntary basis or to the nearest Bharat Sevak Samaj formation or to District or Pradesh Offices. But the records of the Samaj do not show what actually happened to this furniture and other assets. This position is admitted by Mr. N. D. Chawla, witness for the Samaj in his statement dated 3rd May, 1972. This is endorsed by Mr. Wakhre who was present for the Samaj during the examination.

4.329 In the report of the Samaj for the period ending March, 1963 amongst the major activities of the Plan Information Centres was the holding

of discussions on subjects such as "India's Case in Border Dispute; prevention of Rise in Prices; Colombo Proposals; National Emergency and role of individuals; and seven-point programme of the Bharat Sevak Samaj". In the opinion of the Samaj as the statement of Mr. N. D. Chawla dated May 3, 1972, the word planning had a wider interpretation. Anything which affected the welfare of the community was, according to the Samaj, included therein. As far as one can see, the prevention of rise in prices may have some connection with the Plans but the other subjects do not have even a semblance of connection. However, important they might be from the point of view of security of the country, they were not subjects falling within Plan Publicity for which grants had been given by the Ministry.

The following information is discernible from the half-yearly progress reports which the Ministry received for the years 1962-63 and 1964-65. They show the number of centres at the end of the various half years. No reports of the individual Plan Information Centres are shown to have been sent to the Ministry but only a review of the work done was sent and these show that the main, if not the only, activity of the Plan Information Centres was the running of a library-cum-reading room. This position is accepted by the statement of Mr. N. D. Chawla dated May 3, 1972 and also endorsed by Mr. Wakhre.

4.330 The report of the half-year ending March, 1965 shows that the Plan Information Centres were shifted from the areas in the interior to the District Headquarters and all the Regional Publicity Organisers and the District Information Organisers were given the responsibility for running these centres. When this report reached the Ministry, it objected to this shifting on the ground that the Centres were supposed to be for rural areas and previous approval of the Ministry should have been obtained before making this change in the policy and also asked the circumstances which necessitated this change. Mr. Wakhre on May, 3, 1972 said that this was done to better subserve the interests of the community and even if there was duplication it was worth it notwithstanding the breach of the conditions of the grant, if any. This the Commission is unable to accept as a justification for the breach of conditions.

4.331 The reply of the Samaj also was that these centres were both in urban and rural areas and as far as the latter were concerned, the Samaj had decided to start voluntary Plan Information Centres in each of their rural Lok Karya Kshetra's because funds were available from that budget and resources were also raised locally. They had decided to shift the Plan Information Centres to the urban areas and further that there was no



overlapping of the Centres of the Bharat Sevak Samaj and State Governments. Which position is correct is not clarified by the Samaj, the statement of Mr. Wakhre or the previous statement. The matter was, however, not pursued any further by the Ministry but it does show this that the funds of the Lok Karya Kshetras were being diverted for the Plan Information Centres.

4.332 The Samanta Committee which had been appointed to evaluate the Plan Publicity by vountary organisations, in its report to Parliament in March, 1965, has pointed out that the Plan Information Centres of the Samaj were functioning side by side with the well equipped District Information Centres run by the State Government showing thereby that there was overlapping and there was breach of one of the essential conditions of the grants. But this adverse criticism does not seem to have had much effect on the shifting of the Plan Information Centres to the urban areas showing a lack of control on the part of the Ministry over this activity of the Samaj, which itself disregarded the *raison d'être* of the centres.

4.333 The entire Mass Contact Scheme as proposed was to be "Village Centered" and the workers to be recruited were to be such as could appeal to the rural masses. This is accepted by Mr. Chawla for the Samaj. Therefore, although the Scheme of the Plan Information Centres was rural oriented but in the actual operation of the scheme of the Plan Information Centres, that objective seems to have been overlooked. From the material which has been produced before this Commission by the Samaj itself, it appears that in the matter of supply of books to the libraries to be used under Plan Information Centres, this objective was lost sight of in particular. When we take up the documents connected with the purchase of books for some of the centres which have been produced, it will be seen that the Plan Information Centres Scheme in operation was far from its avowed objective. This will be shown by the discussion of individual centres which herein after given.

#### **Plan Information Centre at Gulbarga :**

4.334 In 1962-63 books worth Rs. 603.62 were purchased for the Centre from Sri Krishna Book Depot. These books were in English on subjects such as philosophy, literature and history. But it is doubtful if they could have been of much use either to the Pracharaks or to the class of people for whom the Plan Information Centres were originally intended to be established.

4.335 Another set of about 27 books was purchased from Dharam Paul Arya Booksellers for Rs. 162/-. This set consisted of the Bhagwat Gita, by Dr. Radhakrishnan, Gita Rahasya and various novels and other religious books. The

other books purchased also seem to be mostly of literary type which had little, if any, connection with the Plan Publicity. There was a small amount of money, about Rs. 10.50 for the purchase of the books of the Bharat Sevak Samaj itself. For the students and other interested in these subjects, these books might have been an attraction but if the object was that the ordinary citizen should be instructed in the utility and objectivity of the Five Year Plans then these books could not have been of much value. But it does not appear that the Ministry directed its attention to this matter. It seems to have allowed these centres as mini Information Centres patterned on similar institution of Foreign Embassies.

#### **Chhattarpur Centre in Madhya Pradesh :**

4.336 In the year 1962-63, the expenditure on books in this Centre was Rs. 161.09 but these books were mostly novels by authors like Krishan Chandra, Brindavan Lal Sharma, Shradhanand Chattopadhyay etc. and some English books which might have been attractive for students in colleges. But these books are not shown to have much connection with the Plan Publicity. The Samaj in its explanation before the Commission states that these books were to attract people to the centres and thus popularize the centres. But that was not the objective of the centres which were started to popularise the Plans and even if such books attracted the public it does not show that it was attracted to the Plans or the plans were better understood or appreciated.

#### **Plan Information Centre, Mahatma Gandhi Road, Calcutta :**

4.337 The necessity for starting a Plan Information Centre in the city of Calcutta is not obvious because if any big city in India should and could have had official Plan Publicity Centres, Calcutta would be the one; but the Samaj in its absolute uncontrolled discretion chose this city without any objection having been taken to the expenditure incurred on the ground of location.

4.338 For this centre, Prof. J. P. Bose of the Institute of Business and Economic Research and Secretary of the Samaj in West Bengal, purchased books of a somewhat higher standard of Economics and some of them appear to be standard books of Economics used in Universities, such as the ones by Benham and by Cairn Cross.

4.339 Another feature of this Centre was that it subscribed to the well-known Economic Weekly, the Commerce. Whatever other purpose these books may have served or not served, they could not have been of any use for Plan publicity amongst what are designated under the word "Common Man". It will not be right to say that

these books were of no value. They are of great value to the students who wanted to get acquainted with Economics but it is very doubtful if they had any connection with Plan Publicity amongst the masses.

4.340 To be fair to the Professor, there is also another bill of Rs. 146.40 in which there are certain books which deal with Planning and the Theory of Planning but the proportion of those is small to the number or the value of the books purchased and shown in the bill.

**Plan Information Centre at Bookboral in Meerut (U.P.) :**

4.341 For this Centre, in the year 1962-63 Rs. 300.81 was expended on books. The number of books purchased was 231 and the subject-matter of these books was Bhoodan, Yajna and Sarvodaya and some books published by the Central Bharat Sevak Samaj. These books would or would not have a direct connection with Plan Publicity depending on whether Bhoodan and Sarvodaya were part of the Five Year Plan or not.

**Plan Information Centre, Ramban on the Chenab in Jammu and Kashmir :**

4.342 Books purchased for this centre were of the value of Rs. 299.25. These books were mostly in Urdu and were novels and short stories which cannot be said to have much connection with Plan Publicity.

**Plan Information Centre, Bulandshahar :**

4.343 The amount of money expended on books was Rs. 318.53 in the year 1962-63 but these books also seem to have little connection, if any, with Plan Publicity. They were mostly novels or books like Indian Places of Pilgrimage and books published by the Central Bharat Sevak Samaj.

**Plan Information Centre at Pallanwala in Akhnoor Tehsil Jammu District :**

4.344 This centre is not far from the Indo-Pakistan border. In the year 1962-63 the amount expended on this Centre was Rs. 493.69. It consisted of the allowance of a part-time worker and house-rent for both of which receipts have been obtained, which are of the same date and the writing is in the same hand. It does not appear that the recipients of the money were persons of any education. What Plan Information could be given in a village in Akhnoor Tehsil under the circumstances in which that Tehsil is placed is difficult to imagine and there is very little information on the point, submitted by the Samaj. The Samaj says the workers were

to help in solving the problems of the border people. That presupposes the employment of well educated well placed persons but the two receipts show that the persons employed were half-educated and not very well placed.

4.345 It may also be pointed out that the rent was not to be paid out of the grant but by local collections. Actually a small portion was not collected. Whether any work was carried on there or not is not shown in the records and the quality of the work cannot be assessed but if the handwriting is any test then the persons employed as a part-time worker could not have been of any great value in popularising the Plan or its publicity.

**Plan Information Centre, Vijaywada :**

4.346 The total expenditure on books and periodicals in the year 1962-63 was Rs. 120/- including the yearly subscription for the Hindi edition of the Bharat Sevak and its English edition. Books purchased do not seem to have much connection with Plan Publicity and the purchase of the Hindi Bharat Sevak could not have served any useful purpose because the area is predominantly non-Hindi speaking. Vijaywada, it may be pointed was also one of the bigger towns of Andhra Pradesh.

**Raidurg, Hyderabad-8 in Andhra Pradesh :**

4.347 This was a place where there was also Lok Karya Kshetra. Total expenditure in the year 1962-63 was Rs. 817.31. Out of the moneys expended on this Centre, Rs. 169.61 was for books purchased. Most of them seem to be novels or books on miscellaneous subjects, like History of the Congress, Megha Sandesham and a Telugu-English Dictionary.

**Tanjore :**

4.348 Out of Rs. 879.54 expended on this Centre, the amount expended on books was Rs. 320.43 and the list of books purchased shows that they were purchased from Sarvodaya Prachuralaya and they were Gandhian literature, novels and other publications which do not seem to have much connection with Plan Publicity.

**Pragiyoti, Gauhati :**

4.349 This centre was situated in Gauhati town itself. The accounts do not show any purchase of books, periodicals, newspapers, magazines etc. The major part of the expenditure was on part-time workers including what was spent on the holding of "Mock Parliament". The total expenditure was Rs. 221/-. The receipted bills relating to part of the expenditure seem to have been given in the name of Secre-

tary, Pragjyoti Sanskrit Sangha. The receipt for allowance paid to the part-time worker is not in the name of the Bharat Sevak Samaj or the Plan Information Centre of the Samaj and it does not even show which institution paid the money and what the money was paid for. Whether it was the pay of part-time worker in the Plan Information Centre or the person was employed by the Sangha, is not clear.

**Plan Information Centre, Guntakal :**

4.350 In the year 1962-63 the amount expended was Rs. 262/- out of which Rs. 250/- was spent on the allowances paid to part-time workers. There are 3 receipts on small chits of paper in the same handwriting on two consecutive days, one on February 20, 1962 and the other on March 1, 1962 and nobody seems to have signed them but there is a certificate by someone with an illegible name. A letter of March 1, 1964, shows that these small chits were attested by one V. V. N. Murti of the Lok Karya Office, Hyderabad and the expenditure was met from local contributions, but the amount of local contribution is not shown in the accounts. There was no expenditure in this centre on books or newspapers. Besides this expenditure, Rs. 12/- were expended on getting a mike on hire for a film show and transport charges for taking it to the place where the show was given.

**Plan Information Centre, Marh in Jammu District :**

4.351 The total expenditure in this Centre was Rs. 376/- out of which Rs. 350/- was for allowance of a part-time worker and Rs. 26/- on furniture. The vouchers, however, show the expenditure of Rs. 432/- out of which Rs. 45/- was for repairs of some house, Rs. 26/- was for the purchase of a deodar almirah and Rs. 350/- paid to Bhagat Manohar a part-time worker incharge of the centre from February 1, 1962 to the end of March, 1963, i.e., for 14 months at the rate of Rs. 25/- per month. Nothing was spent on books or on maintenance and the utility of the centre cannot be judged without further data. But whether the person employed, Bhagat Manohar, was very efficacious or not is not shown by the record.

**Plan Information Centre, Azamgarh :**

4.352 In 1962-63 the amount expended was Rs. 240/- on rent and Rs. 311 on books purchased, and maintenance allowance Rs. 150/- at the rate of Rs. 12.50 per month. Whether the gentleman getting Rs. 12.50 a month would be capable of doing Plan Publicity as a part-time worker appears to the Commission to be rather doubtful. The list of books purchased do not show how many of them were connected with the Five Year Plan or relevant to its publicity.

**1963-64.**

**Plan Information Centre, Chhatarpur (Madhya Pradesh):**

4.353 At this centre Rs. 366.12 was spent on books, a major portion of which was from Sarvodaya Mandal Karyalaya and the books relating to Gandhian Literature and the like and books on history of the National Congress and history of Independence struggle.

**Plan Information Centre, Kanya Kumari :**

4.354 In 1963-64 a major part of the expenditure of this Plan Information Centre was on the allowance to staff Rs. 500/-, office rent Rs. 32/-. Nothing seems to have been spent on books, newspapers or periodicals and rent was not allowable under the scheme. The Centre was under the charge of Mr. T. T. Daniel. There is nothing to show what, if any, work was done at this centre.

**Plan Information Centre, Garbheta (District Midnapur):**

4.355 In the year 1963-64 the amount expended in this Centre incuded Rs. 180/- on rent which was not allowable under the Scheme and out of the total expenditure of Rs. 1,035.56, cost of books and periodicals was Rs. 226.80. As the names of the books cannot be read, it is difficult to say what subject the books dealt with.

For other years and other centres no information is available because all the accounts were consolidated into one and the details of the various centres are not available.

4.356 In the following Plan Information Centres the accounts do not show any expenditure on the purchase of books or journals or on furniture during the period they were in existence:

1. Guntakal.
2. Pragjyoti (Gauhati).
3. Auntal Pathibharal.
4. Pallanwala.
5. Marh.
6. Kootanand.
7. Sahdol.
8. Aubli.
9. Baripada (Orissa).
10. Buguda (Orissa).
11. Kapurthala.
12. Raibareilly (Uttar Pradesh).
13. Jalpaiguri.

**Pad Yatras :**

4.357 In 1957-58 the Samaj incurred an expenditure of Rs. 424.19 as allowances to the Pad Yatra Squad to which the Ministry took objection on the ground that it was not a part of the scheme of Jan Jagran nor was the previous approval of the Ministry taken. There are no particulars available.

4.358 Besides Rs. 424.19 to which objection was taken by the Ministry as not a proper expenditure, the ledger for the Jan Jagran group for 1957-58 shows that the Pad Yatra Squad incurred another amount of expenditure of Rs. 2,573.00 on the purchase of equipment. Unfortunately this was not shown in the accounts as a separate item as this was merged in the Mass Contact expenses. If the other sum of Rs. 424.19 was objectionable this amount of Rs. 2,573.00 should have been equally objectionable, if not more so.

4.359 The Bharat Sevak Samaj held an All India Convention at Bhilwara in Rajasthan. In the year 1958-59 another Pad Yatra was organised in February and March 1959. The expenditure incurred on this yatra was Rs. 14,477.36 as follows.

(i) Mass Contact training of Workers —1958-1959	Rs. 12,537.17
(ii) Mass Contact cultural activities in other States—1958-1959	Rs. 1,093.76
	<u>Rs. 13,630.93</u>

4.360 The details of this expenditure were not separately shown in the audited accounts submitted to the Ministry. This expenditure was on 150 workers of the Samaj who marched to Bhilwara from Delhi starting on February 3, 1959.

4.361 The Accountant General, Central Revenues in his Inspection Report for the period 1958-61 commented upon the expenditure of Rs. 1,960/- which consisted of two items as follows:

(i) Hire charges of a truck with effect from 1-2-1959 to 13-3-1959 at Rs. 35 per day	Rs. 1,435.00
(ii) Hire charges of a station wagon from 1-2-1959 to 21-2-1959 at Rs. 25 per day	Rs. 525.00
	<u>Rs. 1,960.00</u>

Besides this sum there was another item of Rs. 492 on account of repair charges, purchase of accessories and spare parts for the hired truck and the station wagon which was used for the Pad Yatra and the petrol expenditure etc. on the same was Rs. 1,157.68. Besides this there was another item of expenditure of Rs. 3,444 which was given to the workers as advance for the Pad Yatra.

4.362 In regard to the hire of vehicles the objection of the Accountant General, Central Revenues was that the Samaj could not be liable for payment of hire, repair charges, accessories and spare parts as the vehicles had been hired. The reply of the Samaj was that as they had to go on a katcha track the above payments were part of the hiring arrangement and that appears to the Commission to be a reasonable explanation which cannot be rejected.

4.363 The second objection taken by the Accountant General was in regard to the advances given to the workers at the time of starting on the Pad Yatra. The explanation of the Samaj as to this was that when the final accounts were made up these amounts were taken into consideration. If this was so, that would also be a proper explanation but it appears that no proper vouchers were produced before the Accountant General, Central Revenues and therefore, the objection would survive; if it is correct that the sum of Rs. 3,444 was taken into account when the final account was settled that would be a sufficient explanation to meet the objections of the Accountant General. In the absence of vouchers the Commission cannot verify the correctness of this expenditure.

4.364 Another objection taken by the Accountant General was to a sum of Rs. 760 consisting of two sums Rs. 700 and Rs. 60/- which was paid to one Yogeshwar Sanyal for food expenses of trainees. According to the Samaj the number of persons taking part in the Pad Yatra was 150 and this amount was expended by Sanyal to meet charges of food "while on the move". What actually happened was this that the Lok Karya Kshetra trainees were also doing Pad Yatra and had made arrangements for food etc. on the way, and the persons going under the Jan Jagran Schemes took their meals at the Kitchen of the Lok Karya Kshetra trainees and paid a lumpsum of Rs. 700/- which in the circumstances is not excessive. But there is another objection that the payment of Rs. 700 does not find a place in the accounts of the Lok Karya Kshetra training centre. But there is an entry of Rs. 1,420 as received from Jan Jagran Group on account of expenditure incurred in connection with the seminar but there is no entry in the Cash Book during February and March, 1959; although the ledger of April, 1959 shows the receipt of Rs. 1,420 as having been received from the Jan Jagran Group. But its absence from the cash book is a serious lacuna. Besides there is this confusion that Rs. 700/- which was given to the Jan Jagran Pad Yatra people is alleged to have been paid to the Lok Karya Kshetra training centre for food expenses of 150 people en route and the amount shown in the Lok Karya Kshetra account is Rs. 1,420; the two are not reconcilable in the absence of further proof and explanation of the Samaj.

4.365 The Lok Karya Kshetra training centre accounts show the following:

3-2-1959 To receive Pad Yatra or Yatris	Rs. 15.00
4-3-1959 To receive Pad Yatra	Rs. 15.00
30-3-1959 Expenditure for going to Bhilwara	Rs. 900.00

In the absence of further details these entries are understandable. If the object of this Pad Yatra was to attend the All India Seminar of the Samaj at Bhilwara, the above expenditure debited to training centre of the Lok Karya Kshetra and the other expenditure incurred by the Jan Jagran Scheme would require justification which the records do not provide. There is nothing to show in the sanctions for the schemes of the Lok Karya Kshetra and Jan Jagran which will make the expenditure on attending an All-India Convention of the Bharat Sevak Samaj a proper expense.

4.366 It may also be observed and it has been mentioned at another place also, that there would be a surplus of Rs. 17,442.08 in the accounts of the Bharat Sevak Samaj Convention at Bhilwara which was given to the Bharat Sevak Samaj, Jaipur and was not applied to reduce the expenditure incurred from out of Government grant. If Government grants were to be applied for the purposes of filling up the numbers attending the Convention, then the profits, if any, of that Convention should properly have been appropriated towards the expenditure of these schemes on whose behalf those persons want to attend the Convention and the expenditure should not have been borne out of Government funds particularly as there is nothing to show that it was a part of the scheme that workers of the Jan Jagran Group and the workers of the Lok Karya Kshetra Group should attend the All India Bharat Sevak Samaj Convention and the expenditure thereon be paid out of Government fund.

#### Expenditure on Pad Yatras in 1959 :

4.367 In the audited accounts submitted by the Samaj for the year 1958-59 under the heading "Training Programme" is shown an item of Rs. 12,537.17 as expenses on workers training and Pad Yatra. In the ledger for the same year under the heading "Mass Contact Training of Workers" at folios 370-371 the expenditure shown on this activity is Rs. 12,537.17 and at folio 399 there is another item of Rs. 1,095.76 making a total of Rs. 13,630.93. These items may be tabulated as follows:—

(i) Mass Contact Training of Workers —1958-1959	Rs. 12,537.17
(ii) Mass Contact cultural activities in other States—1958-1959	Rs. 1,095.76
	Rs. 13,630.93

4.368 In the audited accounts the item of Rs. 1,095.76 forms part of the amount shown under the head "Mass Contact Cultural Activities in other States".

4.369 The objection is this that if this item was a part of the expenditure on Pad Yatras this should have been shown as such and included under Mass Contact Training of Workers.

4.370 There is, however, another fundamental objection to this expense of Pad Yatra that it had not received the prior approval of the Ministry. The Ministry in the questionnaire in part XLV was asked about these expenses and whether any prior approval of the Ministry was taken. The reply of the Ministry to this is as follows:—

"As mentioned in part 4 of the question itself, the Ministry objected to admit the expenditure of Rs. 424.19 on account of 'allowances to Pad Yatra Squads' during the year 1957-58 as it was undertaken without the approval of the Ministry as a result of which the Samaj had dropped the Scheme. Similarly, it is felt that the expenditure incurred by Samaj on bringing of workers etc. during 1958-59 and 1959-60 would have also been objected to, had the Samaj not taken prior approval of the Ministry of undertaking this scheme. However, nothing can be said with any degree of certainty since the relevant file has been destroyed".

4.371 If the relevant files had been destroyed then it would be a mere conjecture on the part of the Ministry to say that the Samaj must have taken its approval unless the Ministry is taking shelter under the presumption that official acts are presumed to have been regularly performed, a presumption which on the record as it stands cannot be raised, particularly in view of what happened in the previous year.

#### Expenditure on conventions of the Bharat Sevak Samaj :

4.372 During the year 1955-56 to 1964-65 the All India Bharat Sevak Samaj held seven Conventions which were mostly of two or three days duration. The 8th was an All India Bharat Sevak Samaj Workers' training camp held between November 11, and November 17, 1964. The details of the conventions with dates and places where they were held are as under:—

Year	Place	Dates
1955-56	Nagpur Convention.	12th to 13th March, 1965.
1955-56	Rohtak Convention.	No reports available.
1956-57	Nizamabad Convention.	4th to 6th March, 1956.
1957-58	Fifth All India Convention at Kanpur.	27th to 30th November, 1957.
1958-59	Sixth All India Convention Bhilwara.	7th to 8th March, 1959.
1960-61	Regional Convention at Kalyani.	2nd to 3rd July, 1960.
1960-61	Regional Convention at Narnaul.	15th to 19th March, 1961.
1961-62	Seventh All India Convention at New Delhi.	8th to 10th April, 1961.
1963-64	Eighth All India Convention at Bangalore.	28th to 30th October, 1963.
1964-65	All India Bharat Sevak Samaj Workers Training Camp, New Delhi.	11th to 17th November, 1964.

4.373 A part of the expenditure on these Conventions which was debited to the General Accounts of the Bharat Sevak Samaj is shown in Table 4-O to this part of the report and total of this comes to Rs. 5,450.62. This expenditure was debited only upto 1959-60 and no further expenditure seems to have been debited to the General Accounts of the Samaj. The relevant ledgers show that a total sum of Rs. 29,924.98 related to the expenses of these Conventions but it was debited to the Jan Jagran Scheme under its various heads. This is contained in Table 4-P attached here to.

4.374 In Table 4-Q attached hereto are given a large number of items which appear in the ledger under the heading "Training, Seminar, Exhibition, Training of Workers, etc." They appertain to the conventions without specifically saying so.

4.375 When the Ministry was asked whether the Samaj was entitled to debit these expenses to the Jan Jagran Scheme, its reply was as follows:

"They were not aware whether any expenditure incurred in connection with the annual conventions of the Bharat Sevak Samaj was met out of the grant-in-aid paid by this Minis-

try as the accounts furnished by the Samaj did not give any indication in this regard. However, if any holding of conventions was availed of by the Bharat Sevak Samaj for Mass Contact or other approved activities, the expenditure would rightly be a charge of the Jan Jagran Section of the Samaj".

4.376 When the Samaj was asked about these figures and the authority under which these debits were made to the Jan Jagran Scheme it gave no reply nor did it state how much expenditure on these Conventions was incurred out of their own funds and where those funds came from (vide part XXXIV of the Questionnaire dated September 17, 1970).

4.377 Further the Samaj was asked to produce the vouchers relevant to these items but they have not been produced nor has the Samaj replied to the questionnaire issued.

#### TRAINING OF PRACHARAKS AND EXPENDITURE INCURRED THEREON

4.378 During the three years period 1956 to 1958-59 the Samaj expended a sum of Rs. 59,671.98 on the training of Pracharaks the details of which are as follows :

		Rs.
(i) Pracharaks Training Camp held at Badarpur for about 2 months for 150 villagers.	1956-57	19,043.70
(ii) Training Programme Seminar at Kanpur	1957-58	10,664.05
(a) Second All-India Gram Pracharaks Training Camp at Gurukul Ashram March/April, 1958.	1957-58	7,665.00
(b) Travelling expenses of Pracharaks for the above camp debited to Maintenance allowance of Pracharaks.	1958-59	9,762.06
(iii) Workers Training Expenses and Pad Yatra.	1958-59	12,537.17
		<u>59,671.98</u>

**1956-57 :**

4.379 In this year there was no approved scheme of training under the Mass Contact Scheme. It was not even in the proposals of the Samaj which it formulated and hence there could be no sanction for any expenditure on it. Before holding of the training camps or even after holding them in the year 1956-57 no sanction was obtained by the Samaj but still Rs. 19,043.70 are shown as expended on them. It appears, however, that the expenditure of Rs. 19,043.70 was shown in the account of the Mass Contact under the heading, 'recurring' and seems to have been admitted by the Ministry. (See Public Accounts Committee 34th Report Pages 413 and 415).

4.380 When asked to explain this expenditure the Ministry's reply was that the papers connected with the training camp were not available in the Ministry and, therefore, they could not say whether any specific approval was asked for or given by the Ministry. (Questionnaire dated September 17, 1970).

**1957-58 :**

4.381 But the notings in the Ministry File No. F. 1/65/67 pp. 7 and 9 dated May 23, 1958 show that the Samaj on September 6, 1957 submitted a scheme to the Ministry for training of voluntary *Pracharaks* which was to cost Rs. 127,500. On September 21, 1957 the Ministry asked for some clarifications of this schemes but it was only on May 13, 1958 that the Samaj sent its reply. A meeting between the Ministry and the representatives of the Samaj was then held on June 13, 1958 and it was there decided that as the Planning Commission had a scheme for training of Sahyogis, the matter might be referred to the Planning Commission and it was, therefore, not necessary for the Ministry of Information and Broadcasting to consider the matter any further and this decision was communicated to the Bharat Sevak Samaj on July 8, 1958. The Samaj organised two camps in 1957-58, one at Kanpur and the other at Gurukul Ashram near Delhi. The amounts expended on these two camps were Rs. 10,664.05 and Rs. 7,665.00 respectively at a time, when there was no scheme and not even a proposal for training. Yet these were allowed by the Ministry showing lack of proper control.

4.382 Folio No. 179 of the Ledger of the Jan Jagaran for 1957-58 shows that the expenditure at Kanpur was in connection with the Bharat Sevak Samaj Publicity Mass Contact Seminar the details of which are there. But the accounts are unrevealing and there is no information excepting that they were in connection with the Kanpur Convention. No other information is available about the training given; persons who were called for training; the period of training or what training was given and by whom.

4.383 The difficulty in all these cases is that neither the qualifications of the persons receiving

training nor the status of the person giving training have been supplied to the Commission. On the other hand, the records as they stand, show that the expenses were not in connection with training but in connection with a "Mass Contact Convention" and it cannot be said from the material before the Commission that Convention and Training are inter-changeable terms. It may also be added that the Kanpur Annual Convention of the Bharat Sevak Samaj was also held during that Period at Kanpur, i.e., November 27 to 30, 1957, leading to the inference that the expenditure incurred on the Convention was debited to the "Training Scheme".

4.384 The second all-India Gram Pracharaks Training Centre was organised by the Samaj at Gurukul Ashram, 12 miles away from Delhi, in March 1959 on which the expenditure incurred was Rs. 7,665. The notings of the Ministry in the file already referred to, i.e., in File No. F. 1/65/67 pp. 7 & 9 also show that at this training camp there were 150 workers from all parts of the country who participated in the day-to-day deliberations. Further it was said:

"Bharat Sevak Samaj has not approached us separately for financial sanction on this aspect of the matter and it is presumed that the expenditure in connection with the organisation of the said Camp has been met by them from the total grant-in-aid of Rs. 3,70,000.00 paid to them during the year 1957-58. In the absence of the detailed information about the expenditure incurred by Bharat Sevak Samaj in connection with the organisation of these training camps, it is difficult to offer any comments on the financial implications of the scheme contemplated by the Samaj."

4.385 When the audited accounts for the year 1957-58 were received, the Ministry objected to this new scheme of training without the prior approval of the Ministry on the ground that mandatory provisions of the General Financial Rules required a proper control over expenditure of the grants. It was said in the Ministry's comments—

".....Accordingly, prior approval for new schemes such as training programme etc. was necessary and may now be obtained."

But in spite of this criticism and in spite of there being no prior approval, the expenditure was admitted showing thereby that the Samaj could start new schemes for training programme in this case of *Pracharaks* without the approval of the Ministry and the expenditure debited to the grant could be and was admitted without much comment or difficulty.

4.386 It may be remarked that there is no separate report in regard to this training scheme and no information is available as to the per-



sons who were trained; what training was given; who gave the training; what was the period of the training; and the utility of the training.

4.387 Further, in connection with the training at Gurukul Ashram, there was another item of expenditure of Rs. 9,762.06 on account of the travelling expenses of the *Pracharaks* which was debited in the year 1958-59 as the ledger for the period at Folio No. 418 shows and this was under the heading 'Mass Contact Allowance to Pracharaks'. This was also allowed by the Ministry. It is not separately shown in the audited accounts. All that is shown is allowance to the *Pracharaks*. This is neither a credit to the audited accounts nor to the clarity of accounts submitted and still less to the careful scrutiny of the authorities who passed the accounts and on whom rests the responsibility of ensuring proper expenditure and safeguarding the finances of the State.

#### 1958-59 :

4.388 During the year 1958-59 the expenditure under Mass Contact was Rs. 12,537.17 incurred for the training expense and *Pad Yatra*. This amount was the same which has been discussed in connection with the Bhilwara Convention of the Bharat Sevak Samaj. It must be observed however that during this year also there was no provision for any training expenses nor was any specific approval obtained for debiting this expenditure to the Mass Contact account.

Subsequently from 1959-60 onwards, in the schemes submitted by the Samaj, one of the items of expenditure was training scheme by whatever name called whether Training Camp, *Padyatra*, Seminars, etc., etc., but annual expenditure admitted for grant was limited to Rs. 15,000. In the sanction which was given, the same words were used. Evidently the scheme itself was discussed as the minutes of the meeting held on July 13, 1959 with the representative of the Bharat Sevak Samaj show and the scheme was accepted at this meeting.

4.389 When the Ministry was asked about the Training Centres, apart from what they said about the non-availability of the records for the year 1956-57, their explanation was as follows:

"As regards the training camps organised by the Samaj in the subsequent years, it may be pointed out that it was decided in a meeting held on 13-7-1959 which was attended by the representatives of the Bharat Sevak Samaj the Ministry of I & B and I.F.A., Ministry of Finance that the expenditure on training camps might be admitted for the purpose of grant-in-aid and it should be included in the expenditure under Mass Contact, subject to the condition that annual admissible for grant would be limited to Rs. 15,000. In view of

this decision approval on year to year basis was not necessary". *Vide* Reply to Part XXXVII of the Questionnaire dated September 17, 1970.

4.390 But this gives no explanation about the admitting of the expenditure on the Training Camps for the years 1957-58 and 1958-59 because the sanction referred to in this reply is for the year 1959-60. (See part XXXVII of the Questionnaire issued on September 17, 1970 and the reply thereto).

4.391 But even regarding the camps which were held in 1961-62, although the expenditure incurred was within the limits, there is no report of the numbers who were trained; what training was given and for what period and who gave the training. The significant fact to be noted is that the camp was held at the Malcha Mandir within the Chanakyapuri area (the posh Diplomatic Enclave) and that Mandir is the headquarters of the Bharat Sadhu Samaj.

4.392 A letter of Mr. Krishna Prasada, as Secretary, National Advisory Committee on Public Co-operation in the Planning Commission (he was also General Secretary of the Bharat Sevak Samaj) dated October 27, 1961 shows that the training centre was for workers of Social Welfare Organisations. Whether this term is synonymous with *Pracharaka* in the Jan Jagaran Group is not clear. But Mr. Krishna Prasada addressed these people and during the course of his speech referred to some passages from one of the publications of the West Bengal Government "The Unerring Angels These".

4.393 A note contained in one of the files of the Samaj relating to accounts for Conventions and Seminars for 1961 under the Signatures of Mr. A. N. Lal, Superintendent, shows that a Seminar was held in Delhi from 4th to 7th April 1961. From 8th to 10th April, 1961, a Convention of the Bharat Sevak Samaj was held which was attended by workers of the Jan Jagran Group. From 11th to 30th April, 1961, a Training Camp was held and it was a sort of an auxiliary to the Convention of the Bharat Sevak Samaj.

4.394 A letter of Mr. C. B. Sharma, Secretary, Jan Jagran Group dated April 15, 1961, shows, however, that the Training Camp for the field workers of the Jan Jagran Group commenced at Malcha Mandir, Sardar Patel Road on April 6, 1961 and was being attended by about 100 workers. The note of Mr. A. N. Lal dated February 15, 1962 above referred to, states that no record was kept of those who attended from 4th to 10th April, 1961. Therefore, it is difficult to say whether they were Jan Jagran Group workers or belonged to some other category of the Samaj workers. A letter of Mr. Sharma further shows that Shri Pundlik, a vete-

ran revolutionary leader and a follower of Gandhiji was the "Acharya of the Camp" and Shri Panchalegaonkar Maharaj also delivered religious discourses every day in the camp. They were workers of the *Vyas Samelan*. But religious discourses could have little connection with training for Plan publicity.

4.395 The ledger for the year at folio 332 under the heading 'Mass Contact Training Programme' shows the total expenditure of the training programme as Rs. 10,834.36 and the payments were made from June 25, 1961 to March 19, 1962. Out of that amount Rs. 2,166.87 was transferred to Seminars; the rest must be expenses in connection with Mass Contact Training Programme.

4.396 In this connection reference may again be made to the note of Mr. A. N. Lal dated February 15, 1962 where he states that from April 11 onwards the number of workers attending was as follows:

Date	Number of workers
11th to 13th April	160 each day
14th to 21st April	90 " "
21st April	87 " "
23rd to 25th April	84 " "
26th to 29th April	81 " "
30th April	56 " "
1st to 3rd May	40 " "

4.397 Though the Camp was closed on the 30th April 1961, some workers were held up to settle the accounts etc., and very few remained after the "4th May, 1961".

4.398 The accounts unfortunately do not make it clear as to the period of the training programme, the number of persons who attended the training programme; and how many of them attended the programmes every day. It is not even clear that the workers who attended were workers of the Jan Jagran Group. In the absence of these details, it is difficult to accept that the whole of the expenditure was in connection with the training camps and training of the Pracharaks.

4.399 The audited accounts for the year 1961-62 show that a sum of Rs. 5,000 was expended on Orientation Course of District Information Organisers. The ledger for the year at folio 393 shows that on February 8, 1962 a cheque was drawn in favour of the Bharat Sevak Samaj Training Centre for Rs. 5,000.

4.400 The above discussion about the Training Camps leads to the conclusion that—

(1) For the year 1956-57, even the proposals of the Samaj did not contain any scheme for the

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training of *Pracharaks*. But still a sum of Rs. 19,043.70 was expended on the training which was admitted by the Ministry and when it was asked to explain this matter, the Ministry submitted that the papers connected with it were not available. However, it appears from the Ministry's files that in September 1957 the Samaj submitted a scheme for training of 'voluntary Pracharaks' and a meeting was held between the Ministry and the representatives of the Samaj in June 1958 which decided that as the Planning Commission had a scheme for the training of *Sahyogis*, the matter might be referred to them and this decision was conveyed to the Bharat Sevak Samaj and there the matter rested.

(2) In 1957-58 the Samaj organised two training camps and expended Rs. 18,329.05 on them but the Ministry objected to it on the ground of want of prior approval and in spite of that objection it admitted the expenditure.

It appears that this training camp was an addendum to the Kanpur Annual Convention of the Bharat Sevak Samaj and although the Ministry criticised this account, the expenditure was admitted.

(3) In the year 1958-59 the expenditure incurred on training expenses and *Padyatra* was Rs. 12,537.17 but this was in connection with the Bhilwara Convention of the Bharat Sevak Samaj and when the Ministry was asked about it, it pleased that as at a meeting on July 13, 1959 it was decided that the expenditure on training camps might be admitted, no approval was necessary on a yearly basis but this should only apply to the grants from the year 1959-60 onwards and this is no explanation for admitting the expenditure relating to the years 1957-58 and 1958-59.

(4) As regards the camps held in 1960-61, no information is available as to the number of persons trained or the period of training or who gave the training nor who were trained.

(5) In April, 1961 (in 1961-62), a Convention was held at Delhi and a training camp was also held; the number of persons attending are given in a note of Mr. A. N. Lal, Superintendent of the Samaj. This camp was held at Malcha Mandir which is the headquarters of the Bharat Sadhu Samaj and religious discourses were given there. In this case also the records do not show the persons who attended, for what period they attended; and what training, if any, was given to them.

(6) A sum of Rs. 5,000 was expended on the Orientation Course of the District Information Organisers in the year 1961-62 and the expenditure is shown against the Bharat Sevak Samaj Training Centres. The cheque was drawn in its favour but who attended and what was the period of attendance, is not shown.

TABLE 4-A

**Utilisation of the Grants for the Jan Jagran Group**

4.401 Table 4-A shows that from the years 1953-54 to 1965-66 the position of the grants and amounts refunded, utilised and other details were as follows:

	Rs.
Grants released . . . . .	36,18,535.60
Amount refunded . . . . .	13,418.46
Amount utilised . . . . .	34,32,775.65
Unspent balance left with Samaj . . . . .	1,39,833.57
Miscellaneous receipts for the year 1965-66. . . . .	391.30
Total unspent balance with the Bharat Sevak Samaj at the end of 1965-66. . . . .	1,40,224.87

4.402 The total unspent balance at the end of 1965-66 as shown in this Table was Rs. 1,40,224.87. Utilisation certificates for the accounts of the year 1965-66 have not been issued because the unspent amounts have not been refunded by the Samaj.

4.403 Table 4-R prepared by the Commission shows the details of the bills which remained unpaid. Upto the end of the year 1965-66 they amounted to a sum of Rs. 83,784.38. But when the accounts were admitted outstanding bills for the various years were also taken as amounts actually expended and were admitted for grants. The sum of Rs. 83,784.38 which was on account of unpaid bills, should not have been taken into account for the purposes of admission of grants. It may here be remarked that the unspent balance with the Samaj of Rs. 1,40,224.87 would have been a correct figure only if the unpaid balance amount to Rs. 83,784.38 had been paid by it.

4.404 The Samaj was asked to explain this matter in the Questionnaire dated September 17, 1960, Part X, questions 1, 2 and 3, but the reply of the Samaj was that the figures mentioned in the questions were based on and taken from the preliminary accounts and that subsequently a supplementary account was submitted showing another expenditure of Rs. 44,431.85 and as the Cash Balance was only Rs. 205.82 with them, the liabilities could not be cleared. It is, in the first instance, not clear how an incomplete account was submitted for the year 1965-66. Presumably when an account is submitted, for a particular year the auditor includes all the expenditure of that year, all that is received during the year and all that remains unexpended and unpaid during that year. A supplementary account is a matter which requires explanation which is not forth coming.

4.405 It may here be remarked that the supplementary account which the Samaj has submitted relates to the period April 1, 1966 to

March 31, 1968, which is after the stoppage of the grants as from the financial year 1966-67.

4.406 As to the unspent balances the Samaj referred this Commission to the reply of the Ministry dated December 24, 1970. This reply is cryptic and not a proper or a straight reply to the question. Ordinarily it is not permissible to a party to give its reply by referring to some other party's reply and in this case it is worse because the Samaj does not specify in exact language what its explanation is. This textually substitutional reply is an attempt at confusing the issue.

4.407 The reply of the Samaj as to the amount of unspent balances remaining with it although cryptic and and specific or straight, seems to be that it did not accept the conditions of the grant of the year 1959-60 which were continued in the next two years, the conditions being (i) limiting of the grant to 82½% of the gross expenditure, (ii) 10 per cent for the headquarters expenditure and (iii) a limitation of a grant of Rs. 30,000 per annum for the "Bharat Sevak". The Samaj is not correct in saying that it did not accept the conditions relating to limitation on expenses for the purposes of grants. The record shows otherwise that there were certain meetings held which led to the imposition of these conditions which might well be referred to at some length at this stage.

**Pattern of Assistance**

4.408 Upto year 1958-59 the grant payable for the Jan Jagran Scheme was the net expenditure on the scheme, i.e., the gross expenditure minus the amounts realised by the Samaj from donations, subscriptions, advertisement charges, sale proceeds of journals etc.

4.409 On May, 18, 1959 a meeting of the National Advisory Committee on Public Co-operation was held where voluntary organisations including the Bharat Sevak Samaj and representatives of the various Ministries, State Governments, and the Planning Commission were present. It was recommended that the grant-in-aid should be between 50% to 75% of the expenditure and the voluntary organisations should raise at least 25 from the public.

4.410 After these recommendations were received and before these conditions were imposed there was a meeting held on July 13, 1959, of the representatives of the Ministries and the Samaj at which Mr. C. B. Sharma, Secretary of the Information Department to the Samaj was present. It was agreed there that for the Second Plan period Ministry's grant to the Samaj would not be more than 75% of the total gross expenditure and as an interim arrangement for the year 1959-60 the allowable expenditure would be 82½% which was to be reduced to 75% in the year 1960-61.

4.411 As to the "Bharat Sevak" Government's liability as grant was to be limited to Rs. 30,000 per annum as before. There is no dissent of the Samaj disclosed in the files of the Ministry in regard to either of these two items.

4.412 There is an annexure to the grant containing the conditions and stipulations for the payment of the grant-in-aid for the year 1959-60 and this limitation of 82½% is specifically stated therein and so is the amount Rs. 30,000 for the "Bharat Sevak" and this condition was continued without reducing it to 75% as had been agreed at that meeting and therefore for the grants in the following years the increased share of the Samaj was 25% as from the year 1960-61 was not effectuated. Further no one can draw the grant unless he agrees to the conditions of the grant. It would indeed be preposterous if the grants given on conditions could be drawn and the person receiving them could turn round and say "I am not bound by the condition as I never agreed to it". Besides the Samaj specifically agreed to the condition as shown by its letters to the Ministry dated June 15, 1961 and January 19, 1962.

4.413 It appears from a note of Mr. J. J. Karam, Under Secretary in the Ministry of Information and Broadcasting dated January 19, 1960, that the reason why a ceiling on expenditure was imposed was that all efforts was showing an upward trend without corresponding increase in the activities and decline in revenue from time to time, were resented and it was necessary to put a ceiling on the expenditure. The note says "every such endeavour was resented and misconstrued as interference in the internal working of the Samaj." Further it was stated that this new arrangement was discussed with the Secretary of the Information Department of the Samaj at a meeting on July 13, 1959 and at the specific request of the Samaj the upper limit of the grant was raised from 75% to 82½% during 1959-60 to be lowered to 75% thereafter. This new arrangement was arrived at with their consent and no objection was raised thereto by them even after the issue of the minute of the meeting in July 1959. When the arrangement was inserted in the condition of grant this was subsequently repudiated by the Samaj when it stated that it could not meet 17½% of the expenditure from its own resources. But the matter was again discussed on January 7, 1960. The Samaj agreed to the arrangement already arrived at the meeting of July, 1959. After the matter had gone to the Secretary of the Ministry the sanction was issued in terms of the new arrangement.

4.414 The matter was again raised before the 14th Meeting of the Coordination Committee on Public Co-operation on February 27, 1961, presided over by Mr. G. L. Nanda as Deputy Chairman of the Planning Commission.

4.415 The Ministry of Information & Broadcasting explained the condition of matching grant and stated that the Ministry had to exercise some control when the expenditure showed a continued upward trend and the revenue a proportionate downward trend, thus enlarging the gap to be filled up by Government grants. Mr. Chakradhari Aggrawal and Mr. C. B. Sharma who represented the Samaj "gave an appreciation of the activities of the Jan Jagran Section of the Bharat Sevak Samaj." They pointed out that the nature of activities was such that the only contribution that they could make was by the sale of the "Bharat Sevak" and that voluntary services rendered by the workers of the Samaj should be taken into account in determining the contribution of the Samaj.

4.416 This view was endorsed by the Vice-Chairman of the Samaj, Mr. J. L. Hathi who was a Deputy Minister at the time and was accepted by the Chairman. Mr. Shriman Narain a member of the Planning Commission was also of the opinion that 25% contribution by a voluntary organisation "recommended by the National Advisory Committee on Public Co-operation was not applicable to this category of scheme." After a discussion the following recommendations were made:

- (i) That the Ministry of Information & Broadcasting might therefore consider the Bharat Sevak Samaj proposal to waive the conditions of a minimum matching contribution in cash in respect of the grants-in-aid sanctioned by the Ministry to Jan Jagran Group of the Bharat Sevak Samaj.
- (ii) That the Bharat Sevak Samaj should, however, furnish to the Ministry of Information & Broadcasting an account of Voluntary Services rendered by their workers to enable the Ministry to estimate the contributions made by the Bharat Sevak Samaj, in kind and voluntary services (*i.e.*, other than cash) such contributions should be computed on the same basis as is done by the Ministry of Community Development, and
- (iii) That the Bharat Sevak Samaj would adjust the sale proceeds including advertisements of "Bharat Sevak" and brochures towards the expenditure on the plan publicity programmes.

4.417 Thereafter there were some inter-Ministry communications between Mr. J. J. Karam on the one side and Mr. H. K. D. Tandon on the other and the next year again the grants were issued on the same conditions as before *i.e.*, 82½% of the gross-expenditure.

4.418 Evidently the recommendation made by the Co-ordination Committee which met on February 27, 1961 was not put into effect and the grants for the year 1961-62 were made on the same conditions as previously. The Samaj thereupon wrote a letter to the Ministry of Information & Broadcasting on February 1, 1962 and also referred to the discussion that Mr. C. B. Sharma, Secretary of the Jan Jagran Group had with the Secretary of the Ministry of Information & Broadcasting on January 29, 1962. But the Ministry took no action on this complaint till July 31, 1962, when a note was prepared for consideration at a meeting of the Ministry of Information & Broadcasting to be held on August 6, 1962. In this note, the Information & Broadcasting Ministry suggested a dichotomy. It was there suggested that out of the four approved schemes of the Samaj which remained after the Jan Sahyog Kendras had been converted into the Lok Karya Kshetras, Mass Contact was the only non-revenue earning scheme. Under that scheme the Samaj should be able to to collect donations and it should find ways and means of pushing up their sales of journals, brochures and bulletins. In view of this "it is for consideration if the rate of matching contribution payable by the Samaj should be raised to 25 per cent. This limit may also apply to Bharat Sevak Journal and the ceiling limit of Rs. 30,000 should be withdrawn." Besides this, the administrative expenses were not to exceed 25 per cent of the total expenditure subject to a ceiling of Rs. 10,000 per annum.

4.419 This note was sent to the Planning Commission. The Planning Commission gave its comments on October 6, 1962 agreeing with the suggestion of the Ministry in regard to the Bharat Sevak. They, however, proposed that the Samaj should not be asked to contribute the shortfall in the matching contribution for the previous years because the Samaj had been unable to raise any matching contribution and they had no resources of their own. They also referred to the recommendation of the Coordination Committee that voluntary service may also be taken into consideration.

4.420 A meeting was held on August 6, 1962 in the Ministry of Information and Broadcasting where the representatives of the Planning Commission, the Ministry of Finance and the Bharat Sevak Samaj were present and it was decided that contribution by the Samaj of 25% should apply only to revenue yielding schemes and in the case of non-revenue yielding scheme of Mass Contact, the grant-in-aid should be cent per cent. The ceiling limit of Rs. 30,000 in the case of "The Bharat Sevak" be withdrawn and the shortfall of matching grant in the previous years may be given retrospective effect from the year 1959-60. The representative of the planning Commission suggested that a separate committee may be set up to assess the working of

the Samaj, of which the representatives of the Planning Commission, the Information and Broadcasting Ministry and the Samaj would be Members.

4.421 These papers before being submitted to the Ministry of Finance, were submitted to the Minister for Information & Broadcasting and the Minister, Mr. B. Gopala Reddy, agreed. When the papers were referred to the Finance Ministry on September 8, 1962, the Finance Ministry did not agree to giving it retrospective effect and they also wanted the Information & Broadcasting Ministry to define in detail the activities of the Samaj and lay down with the concurrence of the Finance Ministry the limits of expenditure on various units before any changes were made in the procedure for payment. This was to be done as from the year 1963-64 but for the year 1962-63 they wanted grants to be released as an ad-hoc measure and the grants for the year 1962-63 show that for the Mass Contact 95 per cent of the gross expenditure subject to a maximum of Rs. 3,40,000 was given; for the Bharat Sevak 75 per cent of the gross expenditure subject to a maximum of Rs. 60,000 was given; for brochures 75% of the gross expenditure subject to a maximum of Rs. 21,000 was given; for the bulletins 75% of the gross expenditure subject to a maximum of Rs. 11,500 was given; for headquarters expenses 95% of the gross expenditure subject to a maximum of Rs. 34,500 was given.

4.422 This arrangement was accepted by the Samaj by a letter dated March 25, 1963 saying "we accept the condition attached to this sanction. It is requested that the enclosed bill in the form TR 42 may please be countersigned", and this bears the signatures of Mr. Lalit Narayan Mishra, General Secretary of the Bharat Sevak Samaj and now a Union Cabinet Minister in charge of Railways.

4.423 A note of the Under Secretary, Ministry of Finance, dated March 22, 1963, discloses that the Deputy Minister for Transport & Communications, Mr. Ahmad Mohiuddin who was a prominent office-bearer of the Samaj and Chairman of the Jan Jagran Group had spoken to him about the grant to the Bharat Sevak Samaj and what he said was that the Bharat Sevak Samaj should be treated favourably in the matter of grant. This in the opinion of the Commission is no credit to the Minister as it is unfair not to allow a Civil Servant to exercise his discretion in a matter of public revenues, which it was his duty to safeguard.

4.424 On February 5, 1963, the Samaj complained to the Ministry as to non-issuance of orders by Government embodying the decisions

of the meeting held on August 6, 1962 and it intimated that the total deficit for the years 1959-60 to 1961-62 was Rs. 1,44,099.90. This deficit, as worked out by the Ministry for the same

period, was Rs. 1,09,166.23. The following figures are taken from the letter of the Information and Broadcasting Ministry dated April 16, 1964, showing how the deficit was worked out :—

Sl. No.	Description	1959-60	1960-61	1961-62	Total	Remarks
1.	Gross expenditure . . . . .	4,18,278.89	4,68,037.60	4,68,775.69	13,55,092.18	
2.	Income . . . . .	55,099.30	45,786.81	1,02,057.23	2,02,943.34	
3.	Net expenditure . . . . .	3,63,179.59	4,22,250.79	3,66,718.46	11,52,148.84	
4.	Grant-in-aid . . . . .	3,28,671.10	3,48,387.03	3,65,914.48	10,42,972.61	
5.	Deficit . . . . .	34,508.49	73,863.76	793.98	1,09,166.23	

The total amount of deficit during the three years in question amounts to Rs. 1,09,166.23. To that may be added a sum of Rs. 24,973 mentioned against (i) and (ii) of paragraph 2(2) of this Ministry's O.M. No. 1(2)/63-PP, dated 26-3-1964, bringing the total deficit to Rs. 1,34,139.23.

4.425 If the disallowance of Rs. 24,973.00 is upheld then the total deficit according to these figures would come to Rs. 1,34,139.23. On the basis of this figure the Ministry wrote to the Samaj to confirm and also to meet the deficit according to the revised formula.

4.426 The Samaj then set up a Committee to review the financial position and working of the Jan Jagran Group. This Committee Consisted of Mr. R. S. Krishnaswamy, Adviser, Planning Commission, Chairman and Mr. B. P. Mittal, Financial Adviser on Public Co-operation in the Planning Commission and Mr. J. N. Sahni of the Bharat Sevak Samaj. How prominent Government servants could be made members of this Committee by the Samaj, it is not quite clear to the Commission. Any how this Committee recommended *inter alia* that the deficit be wiped out on the ground that the original approach was unrealistic and that if this deficit was carried forward, the efficiency of the workers will suffer seriously and "the Ministry of Information and Broadcasting have no other alternative but to face the situation squarely and to write off this liability in full." Thus, a committee appointed by the Samaj, though with a majority of Government Servants, advised the Government that it had no other alternative but to write off the deficit.

4.427 Mr. Ahmad Mohiuddin, Deputy Minister in the Ministry of Transport and Communication forwarded the recommendations of the Committee to the Information & Broadcasting Ministry as he was the Chairman of the Jan Jagran and Lok Karya Kshetra Groups. A meeting was then held on June 2, 1964 under the Chairmanship of the Special Secretary of the Ministry where the representatives of the Ministries of Information & Broadcasting, of Finance and of the Planning Commission and the Bharat

Sevak Samaj were present. They decided to make good the deficit which the Samaj had run into due to the conditions of matching grants which were contained in the grants from the year 1959-60 onwards. But this proposal to make good the deficit was subject to approval of Government. It was also decided that the actual amount of deficit be worked out by a sub-committee of the Planning Commission and this matter be put up for final orders of Government.

4.428 On May 5, 1966, a meeting of the Sub-Committee of the Coordination Committee for Public Co-operation in the Planning Commission was held under the Chairmanship of Mr. Krishna Prasad who, it may be remarked, was also the General Secretary of the Samaj. This committee started with the premises that the Samaj was a non-official agency of the Ministry of Information & Broadcasting and, therefore, it could not be expected to be out of pocket. "The meeting, however, felt that the *status quo* need not be changed". After this, Mr. H. K. D. Tandon who was a Deputy Secretary in the Planning Commission and erstwhile Private Secretary to Mr. G. L. Nanda pleaded on behalf of the Samaj that this deficit had affected the quality of their work and it would be desirable to give relief quickly. Mr. Pandita, a Deputy Secretary in the Information and Broadcasting Ministry said that unless the financial picture of the Bharat Sevak Samaj was available from the consolidated statement of accounts for the years it may not be correct to make the payment particularly in view of the report of the Public Accounts Committee. But somehow or other the Committee felt that the deficit which had already been accepted by the Information and Broadcasting Ministry should be taken into account and the money paid to the Samaj. This Committee seems to have over-looked the fact that the Finance Ministry had not agreed with the proposal of making good the deficit, and that has already been referred to (paragraph 421 et seq.).

4.429 When the Public Accounts Committee asked the Government whether a decision had been taken to pay an ad-hoc grant for wiping out the deficit, the Government in its note dated December 7, 1966, informed the Public Accounts



Committee that no such decision had been taken; only a decision in principle had been taken at a meeting of the representatives of the Samaj, the Ministry of Information and Broadcasting and the Planning Commission. It did not mention the fact that the Ministry of Finance had not accepted the proposal of the Information and Broadcasting Ministry and that whatever was done by the Ministry of Information and Broadcasting was without the concurrence of the Ministry of Finance.

4.430 The Jan Jagaran Scheme was discontinued as from April 1, 1966, and the Samaj had an unspent balance of Rs. 1,40,224.67 out of the grants given up to 1965-66. The Ministry, therefore, asked the Samaj to refund this unspent balance on June 15, 1967 but the Samaj took the position that they were entitled to get an additional grant of Rs. 1,34,139.00 to wipe out the deficits beginning from the year 1959-60. This was by their letter dated July 11, 1967. According to the Samaj a considerable amount of money would be due to the Samaj taking all the accounts into consideration, as the payments had been incorporated in a supplementary statement which was to be submitted to the Ministry after audit.

4.431 The discussion above shows:—

1. That for the pattern of assistance in 1959-60 after discussion with the Samaj, the contribution of the Samaj was to be 17½% of the gross expenditure which was to be raised to 25% as from 1960-61 but that was not put into effect.

2. Upto the year 1962-63 the norms of expenditure had not been defined and it was only in the year 1963-64 that a maxima of expenditure to be incurred on different activities was laid down. During the years 1959-60 to 1961-62 there were heavy deficits which, as worked out by the Ministry, come to Rs. 1,34,139.23 because the Samaj had not contributed its share as contemplated in its scheme. See the details given at a previous page.

3. The Samaj had an unspent balance of Rs. 1,40,224.67 at the end of 1965-66 and sought to adjust that amount against the deficit for the 3 years above mentioned. The Samaj had an accumulated profit of Rs. 3,31,244.02 from its Central Construction Service at the end of 1965-66 as shown by its balance sheet. And the money was to be used for its Social activities.

4.432 Some exhibitions were held by the Bharat Sevak Samaj State Units and District Units in which there was a considerable saving and in Bombay alone there was a saving of Rs. 58,162.52 and the organisation of these exhibitions was by the employees of the Jan Jagran Group. Similarly at Gorakhpur there was a considerable saving the amount of which was Rs. 17,000.00.

#### Outstanding Liabilities, (See Table 4-R)

4.433 The accounts of the Jan Jagran Group for the three years 1956-57 to 1958-59 disclose the position to be this that at the end of March 1957, there was a liability of Rs. 9,807.06 but in the ledgers of the year 1957-58 this sum was not shown for giving a correct opening balance.

4.434 In the year 1957-58 out of the outstanding liabilities the Samaj paid off a total sum of Rs. 7,935.32 leaving out of the previous year's outstanding a sum of Rs. 1,871.74. But in that year a further amount of Rs. 8,584.75 was added to the unpaid liabilities, making a total outstanding liability of Rs. 10,456.59. The amounts due on outstanding bills upto the year 1965-66 went on increasing till they reached in 1965-66 a large amount of Rs. 83,784.38, as shown. But even this suffers from an infirmity in that the unpaid amounts of the year 1957-58 amounting to Rs. 10,456.49 were not carried over in the accounts of the year 1958-59. The table 4-R has been prepared showing the amount of bills payable on the receipt side of the accounts, the details of bills payable in the ledger, and the accounts for which grants were admitted with the amounts corresponding thereto and remarks. This will show the exact position and if it was worked out properly as it should have been, the outstanding bills payable would be Rs. 83,784.38 plus Rs. 10,456.49, i.e., Rs. 94,240.87 which would be outstanding liability at the end of March 1966.

4.435 Another point which may here be mentioned is that these liabilities remained undischarged at the end of the different years as shown in the table, although the accounts show that there were large amounts of unspent moneys out of the grants given by the Ministries lying with the Samaj.

#### Advances to Pradeshes treated as expenditure without getting proper accounts from them: 1956-57 and 1957-58.

4.436 In the year 1956-57 the Central Samaj sent the following moneys to the various centres, the amounts under each head being as follows :

	Rs.
1. Jan Sahyog Kendras . . . . .	29,788.94
2. Bulletins . . . . .	7,555.00
3. Mass Contact . . . . .	7,646.25
Total . . . . .	44,990.19

4.437 Similarly the amounts in 1957-58 were treated in a similar manner and those amounts were:

	Rs.
1. Bulletins . . . . .	7,000.06
2. Jan Sahyog Kendras . . . . .	35,363.49
3. Mass Contact . . . . .	11,277.82
	53,641.37



4.438. Thus, in these two years, the above-mentioned two sums totalling Rs. 96,631.56 were shown as expenditure without there being any accounts as to how and where these moneys were expended. The records produced by the Samaj, do not indicate that proper accounts were received from these amounts.

4.439 When the Ministry was asked about this, their reply was that the records concerning these two years had been destroyed and, therefore, they were unable to give any explanation. When the Samaj was questioned about it in the questionnaire dated September 17, 1970, Part IX, no reply was given by it on this point. Therefore, this amount cannot be said to have been properly utilised. Besides, the Samaj has not produced any records for these years and it cannot be ascertained as to whether these amounts were again included in any accounts or not.

4.440 The Bharat Sevak Samaj when asked to produce the records showing the expenditure for the years 1956-57 and 1957-58, has produced the following accounts for the years 1956-57 and 1957-58:—

(a) (i) Consolidated Receipt and Payments accounts of 12 Public Co-operation Centres for 1956-57:

(ii) Consolidated Receipt and Payment accounts of Bulletins for 1956-57:

(iii) Consolidated Receipt and Payment Accounts for Mass Contact for 1956-57:

(b) Consolidated Receipt and Payment Accounts for 1957-58.

The position as revealed by these Accounts is as follows:—

#### A. (I) 1956-57

##### JAN SAHYOG KENDRAS

Grants received from Ministry of Information and Broadcasting . . . . .	29,788.94
Last Year's Balance with the Kendras . . . . .	3,746.75
	<hr/> 33,535.69
Income from other sources . . . . .	417.41
	<hr/> Total . . . . . 33,953.10
Expenditure . . . . .	<hr/> 32,452.44
Balance with Central Bharat Sevak Samaj . . . . .	1,500.66

#### (II) BULLETINS

Grants received from Government of India, Ministry of Information and Broadcasting . . . . .	7,555.00
Subscription and Income . . . . .	4,749.50
	<hr/> Total . . . . . 12,304.50
Expenditure . . . . .	<hr/> 10,144.50
Balance with Central Bharat Sevak Samaj . . . . .	2,160.00

#### (III) MASS CONTACT

Grants received from Government of India, Ministry of Information and Broadcasting . . . . .	7,646.25
Income and Contributions . . . . .	408.28
	<hr/> Total . . . . . 8,054.53
Expenses . . . . .	<hr/> 4,626.19
Balance with Central Bharat Sevak Samaj . . . . .	3,428.34

#### Amount left with Central Bharat Sevak Samaj:—

Jan Sahyog Kendras . . . . .	1,500.66
Bulletins . . . . .	2,160.00
Mass Contact . . . . .	3,428.34
	<hr/> Total . . . . . 6,589.00

4.441 From the above it will be clear that as much as Rs. 6,589.00 was not utilised by the Bharat Sevak Samaj even though the Ministry had admitted full grants for this year and certified the utilisation of all the amounts shown as advanced by the Central Bharat Sevak Samaj to the Units.

4.442 For the year 1957-58, the Samaj has produced the Consolidated Receipts and Payments Accounts for the period April 1, 1957 to March 31, 1958. These accounts show that the accounts for the following amounts had not been received from Pradeshes but the grants were released without getting a final account of actual expenditure in the field. These final accounts have not been produced by the Samaj:

1. Bulletins . . . . .	7,000.06
2. Jan Sahyog Kendras . . . . .	35,363.49
3. Mass Contact . . . . .	11,277.82
	<hr/> Total . . . . . 53,641.37

4.443 In the absence of any record showing how much was utilised by the different Units it is not possible to say whether the amount given by the Ministry during this year was properly utilised or not and how much was so utilised.

Total Excess is worked out below:—

Total Excess 1956-57	· · · ·	6,589·00
1957-58	· · · ·	53,641·37
		<u>60,230·37</u>

was submitted to the Public Accounts Committee by the Ministry of Information and Broadcasting which shows that the approved amount for purposes of the grant was Rs. 37,512.16. Thus, the excess paid in this year was Rs. 3,125.66.

#### Excess Grants paid during 1956-57 and 1957-58:

4.444 The Receipts and Payments account for the year 1957-58 shows a total expenditure of Rs. 34,386.50. The relevant files of the Ministry relating to this year are not available but a note

4.445 Similarly for the year 1957-58 the excess amount admitted by the Ministry under the scheme of Jan Sahyog Kendras, Bulletins and Mass Contact was a sum of Rs. 6,820.84 paid in excess as follows:—

Scheme	Gross expenditure including remittances to Pradeshes.	Receipts	Net expenditure admissible.	Net expenditure approved by the Ministry.	Excess
1	2	3	4	5	6
Jan Sahyog Kendras · · · ·	83,410·54	1,072·17	82,338·37	83,410·54	1,072·17
Bulletins · · · ·	16,797·22	4,010·24	12,786·98	13,717·21	930·23
Mass Contact · · · ·	2,35,691·28	5,242·63	2,30,448·65	2,35,267·09	4,818·44
					<u>6,820·84</u>

4.446 Therefore a sum of Rs. 9,946.50 was paid in excess and to that extent could not be held to have been properly utilised.

#### Expenditure at Headquarters which was shown as field expenditure in the accounts for the three years from 1959-60 to 1961-62.

4.447 During these years the grants admissible were 82.5 per cent of the total admissible expenditure on the five schemes—the Bharat Sevak, Brochures, Bulletins, Jan Sahyog Ken-

dras, and Mass Contact. In respect of the last three schemes, the expenditure at the headquarters admissible for the purposes of grant was not to exceed 10 per cent of the total gross expenditure. The ledgers of the Samaj relating to Jan Jagran Group show that many items instead of being debited to the expenditure at the headquarters and what would properly fall under the expenditure of the headquarters, were debited partly to the headquarters and partly to the field expenditure and the headquarter expenditure was thus brought within 10 per cent limit.

4.448 The following table will show the amounts which should have been debited to the field expenditure:

Year	Headquarter expenditure as shown in the audited accounts.	Headquarter expenditure as per ledger.	Total expdr. including headquarter in the A/cs.	1/10th of expenditure as at Col. 4	Excess expenditure at Headquarter over the admissible limit. (Difference of Col. 3 & 5)	Excess Expenditure on Hqr. allowed by the Ministry	Excess grant allowed @82½% of Col. 7.
1	2	3	4	5	6	7	8
1959-60 · · ·	30,807·50	45,120·05	3,33,323·91	33,332·39	11,787·66	11,787·66	9,724·81
1960-61 · · ·	28,746·82	45,418·94	3,32,167·69	33,216·76	12,202·18	12,202·18	10,066·79
1961-62 · · ·	38,892·48	54,032·06	3,80,885·07	38,088·50	15,943·56	15,139·58	12,490·15
						(Difference of Col. 3 & 2)	
	1,45,963·87					39,129·42	32,281·75

4.449 The items relating to Mass Contact, Jan Sahyog Kendras and Bulletins which have been shown as field expenditure instead of being shown as expenditure at the headquarters for the years 1959-60 to 1961-62 and are set out in Table 4-S.

**Excess amounts claimed by the Samaj and allowed by the Ministry.**

4.450 Under the heading "bulletins" the pradeshes rendered the accounts to the Samaj for the years 1959-60 to 1961-62 but out of the amounts claimed therein the Samaj disallowed a total sum of Rs. 6,269.64 as follows:

1959-60	Rs. 3,119.40
1960-61	Rs. 2,656.82
1961-62	Rs. 493.42
<b>Total</b>	<b>Rs. 6,269.64</b>

But when the Samaj made a claim for the purposes of the grant they claimed this disallowed amount of Rs. 6,269.64 also and did not deduct it from the expenditure and the Ministry allowed it. Thus, there was an excess payment of 82.5 per cent of that amount, i.e., Rs. 5,172.45.

**Grants allowed in excess during 1960-61 under the scheme of Mass Contact (Training Camp) and Padyatra Seminars.**

4.451 The sanction for the grants for the year 1960-61 had the following conditions:—

"Expenditure on (i) "Training Scheme" (by whatever name it is called, such as Training Camps, Pad Yatra, Seminars etc.) (ii) "Exhibition and cultural Programme" and (iii) "Purchase of Equipment", etc. should also be included in the expenditure under "Mass Contact", and limited to Rs. 15,000 P.M. under the first item and Rs. 10,000 per annum under the remaining two items put together."

4.452 The audited receipts and payments account for the year 1960-61 shows that the Samaj had incurred an expenditure of Rs. 29,728.42. The Samaj in its letter No. JJ/1(4)-F(GJ)/61, dated 20/23-11-61 intimated to the Ministry the break up of the expenditure of the above sum of Rs. 29,728.42 spent on Seminars, Vyas Samellans and Plan Publicity Programmes as under:—

	Rs.
(a) 1. Vyas Samellan	3,862.75
2. Seminars	6,880.22
	<hr/> 10,742.97
(b) 1. Cultural activities	839.88
2. Plan Publicity Programmes	18,145.57
	<hr/> 18,985.45
<b>TOTAL</b>	<b>29,728.42</b>

The expenditure on the Vyas Samellan was to be met out of the budget grant sanctioned for that year.

4.453 As per the conditions in the sanction the expenditure on the items at 2(a) and (b) above should have been limited to Rs. 10,000 and Rs. 15,000 respectively, but no such limit was imposed by the Ministry and the Samaj was paid grants for the full amount expended. The excess expenditure admitted for the purpose of grant was, therefore, Rs. 4,728.42 and the grant allowed at 82½% on this expenditure amounting to Rs. 3,900.09 was not admissible as per conditions of the grant.

**Excess of Grant Allowed in 1963-64 Under Brochures.**

4.454 The amount expended during this year on Brochures was Rs. 7,254.57 and the sale proceeds amounted to Rs. 12,111.04. The Ministry of Information & Broadcasting worked out the admissible grant as follows:

	Rs.
(i) Gross expenditure	7,254.57
(ii) Income	12,111.07
(iii) Net expenditure (net income)(—)	4,856.50
(iv) 75% of the gross expenditure	5,440.93
(v) Grant admissible (iii) or (iv) whichever is less	Nil

The question thus arises whether the excess of sale over expenditure Rs. 4,856.50 was to be deducted from the whole scheme under Jan Jagran or not and the Ministry of Finance when asked, was of the opinion that this amount was deductible from the expenditure of the whole scheme. When the time of giving of the utilisation certificate came, the Ministry of Information & Broadcasting wanted the Finance to reconsider the matter on the ground that the admissible expenditure was to be worked out for different heads of the scheme rather than the scheme as a whole.

4.455 The matter was not reconsidered by the Finance Ministry because under the Revised Delegation of Powers Rules the Information and Broadcasting Ministry was competent to give the sanction under the approved pattern. The matter does not seem to have been examined further and a utilisation certificate was given thus giving the Samaj an addition of Rs. 4,856.50 during the year 1963-64. If the amount of the grant was for the scheme as a whole with limitations of expenditure or ceiling for the individual activities of the scheme, then unless there was a special provision to the contrary, the excess of income would be deductible from the expenditure on the scheme as a whole.

### Fraudulent use of cheques:

4.456 The disappearance of two blank cheques was discovered on August 16, 1960, by the Samaj and from the fact that the counter-foils of the two cheques Nos. PBC 366955 and PBC 366944 were also missing from the cheque book of the Punjab National Bank Regal Building Branch, New Delhi. As a result of investigation it was found that Rs. 31,523.45 had been fraudulently withdrawn from the Bank by some person or persons unauthorised by using those cheque foils. The matter was reported to the Police but the Bank made good the loss on March 31, 1962.

4.457 The Accountant General, Central Revenues, in his report on the Jan Jagran Group for the year 1960-61 brought this matter to light. The Samaj had not prepared any bank reconciliation statement nor did it produce the counter-foils of the cheque books before the auditor on the ground that the Police had taken them into custody. It could not, therefore, be verified whether there were further fraudulent payments or not. The matter was reported to the Police but there is no evidence as to what came out of it.

4.458 Another case of misappropriation was of a sum of Rs. 740 which was sent in June 1959 by draft by the Central Samaj to Mr. Durga Prasad Chowdhary, Secretary, Pradesh Information Committee, Ajmer. This Mr. Chowdhary was also running a newspaper of his own called "Nav Jyoti" and one of the clerks in that newspaper office Chander Bhushan Pandey took delivery of the registered letter and took out the draft and forged the signature of Durga Prasad Choudhary and by deceiving the mother of Hari Kishan Lal Agarwal who had some kind of dealing with Durga Prasad Choudhary got Rs. 662 from her against the draft which was subsequently encashed by Agarwal but Pandey disappeared with the money from Ajmer. He was arrested and was sentenced to a term of imprisonment but no money was recovered and therefore the entire amount was written off which was approved by the Central Organisation of the Bharat Sevak Samaj on September 26, 1962. This matter was commented upon by the Accountant General, Central Revenues. In its report for the year 1960-61. The explanation of the Ministry for admitting this sum for the purposes of grant was that these details were not shown in the audited accounts and was not pointed out by the Auditor and, therefore, the expenditure was admitted.

4.459 This lapse shows two things that (1) the auditor was unable to discover this fraud and (2) when the Accountant General, Central Revenues, pointed this out to the Ministry it did not take any action and gave the grants to the Samaj.

4.460 Another small sum which was not accounted for in the books of the Samaj was Rs. 40 which was sent by Mrs. Om Prakash, Chairman, Project Implementation Committee, to the Publication Division of the Central Samaj on December 20, 1962 and was received by Vishwamitter Sharma a job manager in the Publication Division. Efforts were made to recover it from Sharma but they proved unsuccessful. The matter was not sent to the Police as it had become belated.

### The case of Chandan Singh :

4.461 An objection was taken by the Accountant General, in his Inspection Report for the period April 1959 to August 1959 an amount. What happened was this. Chandan Singh was shown in the ledger of the Delhi Pradesh Bharat Sevak Samaj for the years 1958-59 and 1959-60 as having been employed in the Jan Sahyog Kendra, Badarpur and was paid Rs. 700 for the months of April 1959 to October 1959 and Rs. 150 for November 1959 out of the Badarpur Jan Sahyog Kendra.

4.462 The ledger of the Jan Jagran Group under the Mass Contact Scheme, however, shows that Chandan Singh was paid as Pracharak for the period April 1959 to August 1959 as amount of Rs. 415 and for the period from September 1959 to November 23, 1959 @ Rs. 150 per month and this was debited to the Mass Contact Scheme in the ledger for 1960-61.

4.463 The Inspection Report further shows that Chandan Singh made an application on April 1, 1959, for appointment as an Organiser in the Jan Sahyog Kendra and the notings in the Samaj file show that this was received in November 1959 and further that there being no vacancy for the post of an Organiser he was offered the post of a Pracharak. An order was issued on November 24, 1959, appointing him with retrospective effect from April 1, 1959. By another Order of the same date he was appointed Pradesh Organising Secretary as from September 1, 1959.

4.464 The Inspection Report refers to a letter of Mr. Brij Krishan Chandiwala dated November 16, 1959 mentioning the payment of Rs. 700 to Chandan Singh for the period from November 1958 to August 1959 at Rs. 70 per month, and also that he was unemployed upto the date of issue of the letter, i.e., November 16, 1959. Mr. Brij Krishan Chandiwala's letter shows that the man was unemployed and a retrospective appointment was made by the Samaj and he was paid salary from April 1959 to November 1959 as Pradesh Organising Secretary. During the same period he was drawing salary from Jan Sahyog Kendra, Badarpur. There is nothing on record to show as to when Chandan Singh joined either as Pracharak or as Pradesh Organising Secretary.

4.466 There is no indication from the records as to what work this man Chandan Singh was doing. The indications are that his appointment was retrospective and that he was unemployed upto the date when the order for retrospective payment was made, i.e., in November 1959. But the mere fact that amount has been written off does not lead one anywhere. If it was written off it was an amount which should have been deducted from the grant payable but no action seems to have been taken. This matter was also mentioned by the Chartered Accountant who audited the accounts of the Samaj but it appears that neither the Samaj nor the Ministry took any action on this matter.

#### **Loss of Brochures:**

4.467 For the publication of brochure, the Samaj was getting grants from the year 1955-56 upto 1965-66. Two physical verifications of the stock of the brochures in September 1961 and in January 1965 showed that there were shortages of brochures worth Rs. 1,899.77 and Rs. 2,552.47 respectively. By their letter dated June 15, 1965, the Samaj asked for permission to write off these losses and after some inter-Ministry notings, the Ministry wrote back that no formal sanction for writing off was necessary but it was presumed that losses had been condoned by the competent authority in the Bharat Sevak Samaj and action taken to avoid recurrence of such losses.

4.468 In subsequent letters of the Samaj of November 6, 1965, and January 3, 1966, the position was clarified and the Samaj said that since the persons who were entrusted with the storage of the brochures were no longer in service, it was not possible to take any action against them and that the Samaj had, after consideration, decided to write off the losses and the reply of the Ministry was that it had no alternative but to treat the matter closed and it had already replied to the Accountant General, Central Revenues.

4.469 Further, it was mentioned in a note in the Ministry that they might as well keep quiet because the reply would not result in the settlement of the objections raised by the Accountant General. As far as the Ministry is concerned, there the matter lay.

4.470 The significant fact, however, is that the letter of the Samaj dated November 6, 1965, shows that wrong entries had been made in the stock register by inexperienced staff employed by the Samaj and no reliance could be placed on the closing stock figures reported by the Samaj from time to time.

The conclusion that the above leads to is that the loss was due to inexperienced persons employed by the Samaj and to want of proper precautions.

#### **The purchase of a Bradma Addressing Machine by the Bharat Sevak Samaj :**

4.471 The machine was purchased in November 1963 for a sum of Rs. 4,544 and was debited to the Mass Contact Scheme. The Accountant General in his report for the year 1964-65 pointed out that the record of the Samaj showed that there was not sufficient work for the machine which was lying idle and this is supported by a letter of the Secretary, Jan Jagran Group to the Bradma Ltd., with whom the question of resale of the machine was taken up and it was stated there that the machine had not been in constant use since its purchase. All this shows that the machine was not really required by the Samaj.

4.472 This machine was purchased without the approval of the Ministry and there was little justification for its purchase. It appears that in spite of the Ministry asking the Samaj to sell off the machine, it was not able to do so.

4.473 When the Ministry was asked about the purchase of this machine, it stated that the sanction was given without looking into the details because they were left to the Samaj to work it out. Only a lumpsum grant was made. The purchase of this machine, being a non-recurring item, falls under Rule 149(1) General Financial Rules and therefore it was incumbent on the Ministry to give the objects for which the grant was to be given. As there is no such indication, the purchase itself must be taken to be without the sanction of the Ministry and the Ministry itself did not look into the details of the heads for which grants were given.

4.474 Thus, a machine was purchased at a cost of Rs. 4,544 without the approval of the Ministry: it was of little use, to the Samaj; and neither the Ministry is able to use it nor has the Samaj been able to sell it off which leads to the conclusion that this sum was wholly wasted.

#### **Amounts recoverable on account of subscriptions and advertisements in connection with the Bharat Sevak Journal and on account of sale proceeds of Brochure and other advances.**

4.475 The following figures taken from the Receipts & Payments account of the Jan Jagran Group for the year ending March 1966 shows the amounts due on account of publications and Mass Contact under various heads:

Amount recoverable/adjustable	Publications	Mass Contact	Total
Due from Pradesh. Offices . . . . .	..	13,672.74	
Bharat Sevak Sales and Subscription . . . . .	32,227.49	..	
Bharat Sevak Advertisement . . . . .	9,230.06	..	
Brochures . . . . .	37,750.75	..	
Bulletins . . . . .	27,445.49	..	
Sundry Advances . . . . .	15,215.24	9,349.28	
TOTAL . . . . .	1,21,869.03	23,022.02	1,44,891.05

This amount of Rs. 1,44,891.05 was due from various parties and persons.

4.476 The Samaj when asked as to how much of this amount was recovered stated that the amounts recoverable or adjustable from various parties are shown in the Supplementary Accounts for the period April 1, 1966 to March 31, 1968. According to the Supplementary Accounts, the position is as follows, i.e., the following amounts are outstanding as on March 31, 1968:—

**Amounts due from:**

	Rs.
(i) Bharat Sevak Sales and Subscriptions . . . . .	27,396.49
(ii) Bharat Sevak Advertisements . . . . .	8,864.56
(iii) Bulletins . . . . .	27,445.49
(iv) Brochures . . . . .	36,721.88
(v) Sundry Debtors . . . . .	12,664.53
(vi) Pradeshes . . . . .	14,395.12
Rs.	1,27,488.07

But this account does not show the amounts which were due on March 31, 1966, because they have not been separately shown. Moreover, Government grants were not continued after the year 1965-66. Therefore, the date for determining the outstandings is April 1, 1966.

4.477 The Samaj has taken the position that the amounts recoverable on account of sales and subscriptions are no concern of the Ministry as the credits for the same have already been given to the Ministry at the time when the amounts were debited to the individuals or the firms concerned and for that reason they did not obtain the approval of the Ministry for credit sales. The position of the Samaj is not well-founded because there were unspent balances out of the grants with the Samaj of Rs. 1,40,224.67 and this money has not been refunded by the Samaj. Besides this there was un-discharged liability of a sum of Rs. 83,784.38 which have been discussed at another place earlier (para 4.434).

4.478 Besides, when a public body has Government moneys to spend for its schemes which it is charged to administer, it cannot

take the position that the money is its own; because moneys were specifically given for a particular purpose and if while discharging that duty the moneys are left as outstanding debts then it cannot be said that it is a proper utilisation of the moneys given to it. Further, the Auditing Chartered Accountant has pointed out and has in a schedule to his report given the names of the parties from whom these amounts are recoverable. The persons from whom money was due and they are quite a number were mostly officials of the Bharat Sevak Samaj or its State branches. As substantial portions of these outstandings were due from the officials of the Samaj, it means that credits given to the employees of the Samaj and to its officials, have remained unpaid by them and all that money was the money which was given by Government for a specific purpose of running a Scheme and not to leave it outstanding with its officials and State Offices.

4.479 The following statement shows the parties from whom a sum of more than Rs. 1,000 was due and many of them seem to be Pradesh Officers or their own agents.

**STATEMENT SHOWING THE NAME OF THE PARTIES FROM WHOM MORE THAN Rs. 1,000 WAS RECOVERABLE ON 31-3-1966**

Sl. No.	Name of the Party	Amount
<b>I DUE FROM PRADESH OFFICES</b>		
1.	Andhra . . . . .	1,358.95
2.	Assam . . . . .	2,443.82
3.	Madhya Pradesh . . . . .	4,348.34
4.	Maharashtra . . . . .	2,910.22
5.	Tripura . . . . .	1,295.76
<b>II BHARAT SEVAK—SALES AND SUBSCRIPTIONS</b>		
1.	Bharat Sevak Samaj Patna . . . . .	5,677.75
2.	Secretary, Lok Karya Kshetra . . . . .	9,483.25
3.	Sh. Narasingh Pal . . . . .	1,423.75
4.	Bhart Sevak Samaj, Barabanki . . . . .	1,000.00
5.	Bharat Savak Samaj, Gorakhpur . . . . .	2,000.00

Sl. No.	Name of the Party	Amount
<b>III BROCHURES</b>		
1.	Delhi Pustak Sadan . . . .	1,546.44
2.	Sh. Hari Narayan . . . .	3,732.50
3.	Secretary Lok Karya Kshetra Delhi	2,178.35
4.	Sh. Y.D. Sharma . . . .	2,078.03
5.	Bharat Sadhu Samaj . . . .	1,029.91
6.	P.O.S., B.S.S. Bombay . . . .	1,026.35
7.	A.H. Wheller & Co. . . . .	1,610.98
8.	Central Bharat Sevak Samaj Delhi (L.K.K.)	1,080.00
9.	Sh. Gurender Nagpal . . . .	1,068.20
10.	A.M. Aram . . . . .	2,475.00
11.	Netranand Dutta . . . . .	1,110.00
12.	Tara Swami Bangalore . . . .	1,215.20
13.	Sh. W. Krishna Rao, Madras . .	1,215.20
14.	Sh. Keshav Narain . . . . .	1,215.20
15.	Mr. Sultan Guntakul . . . . .	1,215.20
<b>IV. BULLETINS</b>		
1.	Assam . . . . .	2,650.00
2.	Gujarat . . . . .	1,200.00
3.	Kerala . . . . .	1,069.58
4.	Mysore . . . . .	1,513.21
5.	Andhra Pradesh . . . . .	6,087.43
6.	Orissa . . . . .	1,459.58
7.	Bihar . . . . .	4,340.00
8.	Rajasthan . . . . .	4,969.49
9.	Details not available (upto 31-3-61)	3,706.20
<b>V. SUNDRY ADVANCES</b>		
1.	Bharat Sevak Samaj Training Centre	2,637.90
2.	Bharat Sevak Samaj Central Section	3,481.52
3.	Petty Advances . . . . .	1,089.86
4.	Mascot Press . . . . .	3,000.00
5.	Sasta Sahitya Mandal . . . . .	10,000.00

#### **Furniture and Equipment purchased out of the Grants.**

4.480 During the period 1953-54 to 1965-66 the Ministries have been giving non-recurring grants for the purchase of furniture, equipment, etc. and in the Jan Jagran Scheme the Samaj expended a sum of Rs. 1,42,553.14 out of the grants for the Jan Jagran Scheme. The details of this for the various years are given in a Table 4-T attached hereto. In the beginning there was no condition attached to the expenditure on equipment purchased out of the grants given by Government in 1959-60 some conditions were attached

that the purchases would vest in the Government and the grantee would not dispose of them without the prior approval of Government and he was required to keep stock registers for the same. These conditions were accepted by the Samaj.

4.481 In the year 1961-62 another condition was added that the Samaj would maintain an audited record of the assets acquired wholly or substantially out of Government grant as from the year 1953-54 thus giving it retrospective effect and these conditions were repeated in the sanction for the subsequent years.

4.482 On March 4, 1963 the Samaj submitted a statement of assets acquired out of Government grants for the years 1953-54 to 1961-62 which was certified by a Chartered Accountant. The total value put on these assets was Rs. 31,127.98 whereas the amount expended on purchases as shown in the audited accounts for the different years make a total of Rs. 80,946.23. But there is no indication as to what happened to the rest of the articles purchased. Neither the Samaj nor the Ministry have given any reply as to this. The difference between the two figures is Rs. 49,818.25.

4.483 In the year 1962-63 the non-recurring expenditure was Rs. 39,129.92 but the total value of assets purchased as shown by the extracts from register of assets was only Rs. 9,112.76. There is no explanation of this difference.

4.484 For the year 1963-64 the corresponding figures of expenditure as shown in the accounts and the value of the assets as given in the register of assets were 22,476.99 and Rs. 4,630.39.

4.485 In the next two years 1964-65 and 1965-66 the non-recurring expenditure was nil and the register of assets also does not give any entries.

4.486 The Ministry when asked about this difference in figures have stated that according to the provisions of the General Financial Rules the Samaj was supposed to send statements of accounts of items of the value of Rs. 1,000 or more.

4.487 On December 14, 1965 the Samaj sent a revised statement of capital assets which included the items of the value of Rs. 1,000 or more acquired during the years 1953-54 to 1963-64 out of Government grants. The total value of the assets as shown in that statement was Rs. 20,383.07. This amount does not include two items—cost of Phillip Tape recorder Rs. 1,035.94 and one Roliflex Camera price Rs. 1,644.23 making a total of Rs. 2,680.17. These articles were sold away.

4.488 According to the conditions of the grant the Samaj was required to maintain an



audited record of the assets acquired out of the Government grants. When asked by the Commission about this matter the reply of the Ministry was as follows:

"The detailed checking of account books including register of assets was the responsibility of the Samaj's Chartered Accountant. It was not considered necessary by the Ministry to call for a special report in this respect from the Samaj".

4.489 The audited statements furnished by the Bharat Sevak Samaj did not include all the articles purchased out of Government grants and the auditor gave remarks regarding the accounts for the year 1962-63 to 1964-65 saying that in many cases he was not satisfied that all the articles purchased were entered in the stock register.

4.490 The Ministry was asked as to what action it had taken in regard to the assets after the grants had been ordered to be discontinued and the reply of the Ministry was that the grants to the Samaj for publicity scheme had only been suspended and it was not necessary, therefore, to issue any instructions regarding the custody, use or disposal of the assets. But factually the position is this that by a letter dated August 31, 1966 the Ministry had informed the Samaj that the grants-in-aid had been discontinued and after five years of its discontinuance no action has been taken by the Ministry in regard to the custody

etc. of the assets acquired out of Government grants.

#### **Commissions paid on the sale of brochures and the Bharat Sevak to employees of the Samaj:**

4.491 A very large part of the total sales of the brochures and the Journal 'Bharat Sevak' was through the employees of the Bharat Sevak Samaj employed and paid under the Jan Jagran Scheme. These employees were paid Commission on the sales which they effected; the total of which comes to Rs. 15,050.53. In the Table 4-U attached hereto the details of this are given. There may be other items of Commission because some of the sales are shown in the accounts as having been sold at net price which means the published price *minus* the Commission paid. But as Commission paid in those cases has not been so shown, the Commission paid in those cases cannot be ascertained.

#### **Payment of conveyance allowances to certain officials of the Jan Jagran Group :**

4.492 The following persons were paid allowances for either conveyance or house rent or both but there was no provision in the scheme of Mass Contact or Brochures for the payment of these allowances nor was it separately shown in the accounts so as to bring it to the notice of the Ministry of Information and Broadcasting for approval and acceptance or rejection. But these allowances were included in the maintenance allowances and grants were claimed on that basis:—

Name	Designation	Period during which paid.	Nature of allowance.	Amount (Rs.)	Sub-head under which debited.
1. R.N. Chaudhary	Information Secretary.	1-5-56 to 31-7-58	Conveyance allowance.	9,450	"Brochures"
2. Chakradhati Agrawal	Jt. Secretary Jan Jagran Group	1956-57 to 1958-59	Conveyance allowance	2,500	"Mass Contact"
			House Allowance.	900	"Brochures"
3. Chander Prakash	Asstt. Information Secretary.	1957-68	House Allowance	450	"Brochures"
4. Jagan Nath Seth	Accounts Officer Central Office.	1958-59	Conveyance Allowance.	600	"Brochures"

4.493 The position of the Ministry in regard to this matter is that it was for the Samaj to provide amenities to its employees and it did not require the approval of the Government and when the Samaj was asked about it, it stated that Mr. R. N. Choudhary who was the Secretary of the Information Department, was an honorary worker and was given a lumpsum by way of conveyance allowance for which it was not necessary to get approval of the Ministry. The objection to these payments is on the ground that it was not specifically brought to the notice of the Ministry. And further these four persons whose names are given above were not connected with

the editing, printing or publishing of the brochures or their distribution and these amounts could not be debited to 'brochures' because there was no allowance for headquarters in connection with that scheme and whether these moneys were allowable or not, they could not be debited to brochures. The Ministry did not have occasion to consider this expenditure as it was not shown in the audited accounts separately, and besides no such expenditure was provided in the scheme and the Ministry had a duty to see that public revenues which are given for a particular purpose are spent for that purpose.

### Buildings :

4.494 Two buildings, Flat No. 9, Queensway Lane (now Janpath Lane) and House No. L-26, Baisakha Singh Building, were allotted by the Estate Office to the Bharat Sevak Samaj the rent of which was to be debited to the Jan Jagran Scheme. The total amount debited on account of rent for these two buildings from 1957-58 to 1965-66 was Rs. 9,991.16 and this was debited to the Jan Jagran Scheme.

4.495 Flat No. 9 of Janpath Lane was placed at the disposal of the Bharat Sevak Samaj for residential purposes as from January 9, 1954. The rent was under Rule F. R. 45-B plus service charges on account of electricity, water, etc. On September 15, 1965, this allotment was cancelled but this cancellation was subsequently withdrawn and the Samaj was permitted to retain the building up to the end of March 1967 and it was finally vacated on January 21, 1970. This building was in occupation of the Assistant Editor of the Bharat Sevak and Messrs G. R. Chorasia, B. D. Nangia and M. L. Singal of the Samaj. The first two of these, the Commission is informed, were employed in the Jan Jagran Scheme but not the other two.

4.496 House No. L-26, Baisakha Singh Building, was similarly placed at the disposal of the Samaj for residential purposes and the allotment was first cancelled but later the cancellation was withdrawn on the same dates as in the case of No. 9, Janpath Lane. In this building were staying :

1 M. N. Wakhre	Not employed under this Scheme.
2 Sheo Shankar Singh	Employed in Jan Jagran from April 1965 to October 1966.
3 P. Rajeshwar Rao	Employed in Jan Jagran from April 1961 to March 1965.
4 V. D. Tyagi	Employed in Jan Jagran from January 1965 to March 1966.
5 K. L. N. Khatiar	Employed in Jan Jagran from October 1965 to December 1967.

Thus all of them were not employed in the Jan Jagran Group for the whole period of occupation of this building. Nos. 2, 4 and 5 were employed for the periods shown above and No. 1 was not employed under this Scheme at all. Only No. 3 was employed for a period of four years under Jan Jagran. The rent and other expenses could not, therefore, be debited to Jan Jagran Scheme for the whole period of occupation.

4.497 The amount of rental and service charges etc. for this building for the period 1957-58 to 1965-66 was Rs. 16,113.29 and this was also debited to the Jan Jagran Scheme under its various sub-schemes like Brochures, Mass Contact, etc. vide Table 4-V.

4.498 The records show that a sum of Rs. 3,421.60 was recovered up to the year 1963-64

from the occupants on account of rent and other charges but no recoveries were effected thereafter. There is nothing to indicate that the approval of the Ministry was obtained for the payment of this house rent and charges to the employees of the Samaj nor was it shown in the audited accounts which would have brought to the notice of the Ministry that this particular payment was being made. It would then have been open to the Ministry to either accept that payment or to object to it but it never came to know anything about it.

4.499 Further, accommodation could not have been free for these employees because at least up to the year 1963-64 it was recovered from them.

4.500 The Ministry's reply to this question was that the amenities to be given to the Samaj employees did not require the specific approval of Government but the records show no such intention on the part of Government and this explanation is not based on any record supporting the plea that the Samaj could give these amenities without their mention in the proposed scheme or without the sanction of the Government.

4.501 House No. L-26, Baisakha Singh Building, had been allotted to the Samaj by the Director of Estates as stated above and for the period 1957-58 to 1965-66 the expenditure on account of the rent plus service charges charged by the Estates Office on this building as well as on No. 9, Janpath Lane, was Rs. 16,113.29 out of which the grant allowed was Rs. 9,991.16.

4.502 The records show that from May 1961 to June 1962 this building (L-26, Baisakha Singh Building) was occupied by the Bharat Sadhu Samaj and the rent for that period was Rs. 1,109.78. This is an instance of misuser of premises given to the Samaj and used by some person unauthorised.

4.503 A fuller discussion of these premises allotted to the Bharat Sevak Samaj and how they were dealt with by the Samaj has been given in the chapter dealing with allotment of Government buildings to the Bharat Sevak Samaj.

### Procedure for payment of Pracharaks.

4.504 In reply to Part I of the questionnaire issued to the Bharat Sevak Samaj on September 17, 1970, about the payment made to the office-bearers of the Samaj in lumpsum for being disbursed to the field workers, the Samaj stated that the system of payment of monthly allowances of field workers was this that each worker submitted his monthly bill with the progress report through the District and Pradesh Organisations. This was checked in the Cooperation Group at

the Central Samaj and a consolidated voucher showing the names and the amount payable to each worker was prepared and the Accounts Branch, after checking, issued a cheque in favour of the person incharge of Cooperation Group for disbursement of money to each worker by money order or by crossed bank draft wherever it was possible. The receipts of the payees were submitted to the Chartered Accountant and also to the Accountant General, Central Revenues when he audited the accounts and where receipts were not produced, those respective authorities have said so.

4.505 Now that is the system which according to the Samaj was followed for payments. The Samaj has not stated in its reply as to period during and for which this system was followed.

4.506 The Commission has prepared a statement, Table 4-W, showing the lumpsum paid to the various officers of the Samaj and the amount paid in lumpsums to them for disbursement. This statement shows payments from the year 1960-61 to the year 1964-65, the first payment being on August 11, 1960. This statement shows that a sum of Rs. 3,08,683.39 was paid during this period.

4.507 Thus, it was left to the officer incharge of Cooperation Group or to another officer of a similar rank to whom the lumpsum was paid, to see to the disbursement of money to individual field of workers employed under the scheme. The replies of the Samaj show that individual money order receipts or receipts of bank drafts were recorded by them in support of each consolidated voucher.

4.508 Unfortunately, the officer to whom a lumpsum was paid kept no accounts of what he received and how he disbursed them. Nor is there any record with the Samaj as to who was employed at a particular time as a field worker in different parts of the country excepting that they have some progress reports from some field workers.

4.509 The other objection to this system is that there should have been with the Samaj receipts of the individual field workers who were paid these various lumpsums of money sent to them by an officer of the Samaj who received the lumpsum but they have not been produced in every case. The Auditing Chartered Accountant has, with his report of the yearly accounts, given a list of payments for which no receipts to support payments were produced before him. Therefore, there is no means by which this Commission can check as to whether the moneys taken by these officers were actually sent by them to the persons who were entitled to receive the same. In the absence of a properly kept list of

field workers in different parts of India—kept by the Samaj or those officers—it would be difficult to know even as to who the field workers were; what their salaries were; and whether the moneys were paid to them or not.

4.510 The Auditors of the Samaj who audited their accounts of this particular activity have given every year, as has been said above, a list of payees whose receipts were not produced before them and if they are totalled up from 1959-60 to 1965-66, the amount for which no receipts are produced, comes to Rs. 1,79,570.42. Of course, all these receipts do not pertain to the payments to the field workers alone. They include other payments which are not identifiable.

4.511 The system of payments from 1960-61 which has been discussed above, began only from August 1960. The previous system, as indicated by the books, was that after the determination in the office of the Samaj as to how much was to be paid to the field workers, a money order cheque was issued to the Post Master, presumably along with the money orders addressed to each individual and the Post Master must have given a receipt for each money order addressed to individual field workers. The Post Master must have issued a receipt or receipts of moneys received by him or payment to named payees and the payees must also have given receipts for those payments. Unfortunately, the Samaj has not given all these receipts of the payees nor shown how the moneys were sent to the individual field workers and if they were sent by Money Orders, where the Money Order receipts of the Post Office are.

4.512 So this part of the accounts suffers from several infirmities and they are—

(1) There was no salary register showing the persons who were employed as field workers in different parts of the country; what their salaries were; and whether those salaries were paid or not paid.

(2) Moneys were given in a lumpsum to various officers of the Samaj. Those officers had no books of accounts showing how they disbursed those moneys nor did they keep record of how they sent the money for payment to the various payees, and whether those payees received the moneys or not.

It is surprising that the maintenance allowance was not paid by the Central Samaj every month.

4.513 Table 4-W prepared by the Commission is attached hereto. This Table sets out the payments made to the officers of the Samaj for disbursements to field workers during different years,

**Check on amounts collected by the Samaj :**

4.514 The Chartered Accountant, who audited the accounts for the years 1961-62 to 1965-66, gave the following comments in regard to local collections :

Year	Para No. in the Auditor's Report.	Comments of the Auditors regarding local collections.
1960-61	2(a)	While checking the statement of Accounts submitted by the Kendras we notice that at some Kendras local collections were made. In our opinion, some systems of internal check should be introduced with regard to local collections made at the Kendras.
1961-62	2(b)&(c)	We have noticed that there is no system of internal check in operation with regard to the printing, issue and balance in hand of Bill Books Cash Memo Books and Receipt Books. In order to ensure that all that is realised on behalf of the Samaj is incorporated in the books of the Samaj, we suggest that these books (both used and unused) should be kept under lock and key and these should be issued under the supervision of a responsible Officer.  Like last year collections were made at some centres of the Samaj. We once again suggest that some strict system of internal check should be introduced with regard to all collections made on behalf of the Samaj.
1962-63	Para 4	Local collections were made at some Centres of the Samaj. Like last year we once again suggest that some strict system of internal check should be introduced with regard to all collections made on behalf of the Samaj.
1963-64	Para 5	Local collections were made at some centres of the Samaj. Like last year, we once again suggest that some strict system of internal check should be introduced with regard to all collections made on behalf of the Samaj.
1965-66	Para 4	In the annexed Receipts and Payments Accounts, expenses incurred at the Plan Information Centres and Seminars over and above the amount of Grant-in-aid Paid or payable have been treated as local collections.

4.515 What appears to have been done was this, that whenever expenses incurred were more than the amounts remitted by the Samaj to the Pradeshes and the centres then that difference was shown as having been made up from out of the local collections or contributions. But actually there was no system by which the exact amount collected would or could be reflected in the accounts and, therefore, a device was adopted to show the excess of expenditure over the amounts spent by the Central Samaj to be local contribution or collections.

4.516 When the Ministry was asked to explain the matter its reply was that the comments of the Auditor were in the nature of suggestions for future guidance of the Samaj. The procedural objections were noted by the Samaj and the Auditor cleared such objections and reference has been made to the report of the auditor dated January 28, 1964 relating to the accounts of 1962-63. Further, the Ministry stated "for the purpose of calculating grant-in-aid this Ministry was guided by the audited statement of accounts and in the absence of any reports to the contrary it was assumed that all local collections made by the Samaj had been duly accounted for"

4.517 The supplementary audit reports of the Chartered Accountant only reproduce the replies of the Samaj as given to them and they were as follows :

10-2 DCD/ND/73

**1961-62 :**

(i) Samaj's letter No. JJ/1/2/F Audit Report 62, dated 1-9-1962 :

"We have noted their suggestions in regard to item 2(b) and (c) and steps are being taken to ensure compliance. Concerned measures are also being taken to collect outstanding recoveries".

(ii) **1962-63:** The Samaj's letter No. JJ/1(2)/F/Audit Report/62-63, dated 1-1-1964:

"The suggestions in regard to item 3 and 4 are noted and steps are being taken to ensure compliance".

(iii) **1963-64: Supplementary audit report dated 25-11-1964 :**

"In compliance of audit objections No. 5, we have been advised that local collections at the centres are watched by D.I.Os, P.O.Ss and Chairman of Pradesh Offices."

(iv) **1965-66: Chartered Accountant's Supplementary Audit Report dated 14-12-1966 :**

"Audit objections numbering 2(g), 4, 9 and 10 have been noted for guidance."

These remarks do not indicate that as a matter of fact some method had been adopted to reflect the actual amounts collected by the centres. The vice pointed out by the Auditors, therefore, still remained unremedied.

4.518 The reply of the Samaj to the questionnaire issued by the Commission pertaining to the objections of the Auditor given in different years was as under:

“Part—1 All Bill books Cash Memos and 1961-62 Receipt Books with the staff, were, on 2(b)&(c) being pointed out by the Chartered Accountant, withdrawn and placed under lock and key with the Secretary, Publications”.

4.519 In the absence of any record showing the issuance of the receipts, to whom they were issued and how many were issued, this precaution taken could not be very effective.

4.520 A new series of Receipts Books were 1962-63 got printed and issued to each Centre and Worker, i.e. of Seminar etc. for Para 4. issue to Donors after it was pointed out by the Auditors. But again it is not 1965-66 shown if any record was kept of the Para 5. numbers sent and how many were sent.

1965-66 No comments. Para 4

2 This was watched by the State or District Organiser in whose jurisdiction PIC located or Seminar held.

3, 4, & 5 No sanction was given by the Central Bharat Sevak Samaj to hold by exhibition along with conventions or meetings or Seminars. However, Bharat Sevak Samaj brochures and other literature used to be exhibited on such occasions near the Pandal for sale to public and others attending the function and the sale proceeds credited in their respective yearly accounts.”

4.521 It appears to the Commission that neither the Ministry nor the Samaj realised the seriousness of the Auditors remarks and the answers given just gloss over them. The essential part of the objection of the Auditor was that collections made were not properly accounted for and were not properly checked by the Samaj; in other words there was no internal check by the Samaj on the quantum of the collections or contributions wherever they were received. The matter is not merely procedural. The Samaj was getting grants from the Government, and the collections had to be taken into account for working out the quantum of grants. Unless there was a proper account showing what collections were made, the quantum of the grant itself could not be properly worked out. Therefore, it was not merely a procedural matter but a substantive matter. But even if it was a procedural the defects continued year after year from 1961-62 right upto 1965-66, the Samaj took no steps to ensure that the contributions received or collections made were properly accounted for in its books of account; as its own replies show there was no check on the receipt books and even when the new receipts books were printed there is nothing to indicate that any proper check was

kept by keeping a record of persons to whom receipt books were given, by taking into account all receipt books received, returned or counter-foils given back. If the whole thing had been properly done, there is no reason why the Chartered Accountant should have given his remarks year after year for 5 years.

4.522 It is a very unsatisfactory answer saying that the difference between the expenses and the grants received would be the amounts collected without having proper check on the amounts collected or contributions received.

#### First-Aid Boxes:

4.523 The Delhi Pradesh Bharat Sevak Samaj in the year 1960-61 sold to Jan Jagran Group first-aid boxes for a sum of Rs. 6,000 at the rate of Rs. 12 a box, i.e., 500 boxes and these were included under the expenses under the Scheme of Mass Contact and a grant given at the rate of 82½ per cent i.e., Rs. 4,950.

Ostensibly this amount cannot form part of the objectives of Mass Contact because first-aid boxes whether with Red Cross painted on it or not had no ostensible connection with Plan Publicity.

The audited accounts for the year 1961-62 show that the sale proceeds of first-aid boxes came to Rs. 319.75; as to how many were sold and at what rate is not clear. When the Ministry was asked how they came to admit this expense their reply was that as there is lack of medical facilities in the rural areas, the first-aid boxes were a device used by the Bharat Sevak Samaj to attract people to the centres and viewed in that light they would not be unconnected with the activities of the Jan Jagran Group.

The Samaj was asked about this expense and as to how they justified it but has not chosen to give any reply.

In the first place there is nothing on the record to show that this expense was at any time considered in the Ministry and accepted to be a proper expense. Secondly, there is nothing to indicate on the record that these first-aid boxes contained medicines and other equipment which would only cost Rs. 12 for the purpose of giving medical relief to the people. Thirdly, one would imagine that medical facility can only be provided by persons who themselves have received training in first-aid of which there is not an iota of evidence on record. Fourthly, there is nothing in the reports of the Samaj to show that any trained workers with sufficient knowledge of first-aid took these boxes to particular areas where they were used for the purpose of attracting the people to the centres. Fifthly, it is not even known as to which centres these first-aid boxes were sent and used. Sixthly, it may be emphasized that the scheme of mass contact did not contemplate the expenditure on first-aid boxes for giving

medical relief which may be an excellent thing to do but not by diverting funds which were specifically given for a specific purpose. Seventhly, the Delhi Pradesh Bharat Sevak Samaj was not a manufacturer of these boxes or suppliers of medicines. How these boxes came to be purchased from them is itself an enigma. Eighthly, there is no account showing the purchase of any medicines and equipment for the purposes of first-aid.

#### **Uniforms purchased and given :**

4.524 In the year 1958-59 in the receipts and payment account there is an expenditure of Rs. 1,051.45 on account of uniforms given to some workers under Mass Contact Scheme. Evidently from these workers the price of these uniforms was recovered but it was not taken into account when working out the quantum of the grant.

#### **Printing Press gifted to the Samaj :**

4.525 Some other instances of defective accounting may be enumerated as:

The Kosi Project Construction Committee donated a small press to the Bharat Sevak Samaj. The cost of its transport and carriage from the Kosi Project to New Delhi was Rs. 411.97. Besides this there was also an amount of Rs. 5,000 donated by the Kosi Project to the Jan Jagran Scheme. The amount spent on the transport and carriage was deducted from this Rs. 5,000 and balance of Rs. 4,588.03 was credited to the Jan Jagran Group. Another sum of Rs. 599.53 was spent during the year 1963-64 for the storage of the press and this was debited to the Jan Jagran account under the 'Bharat Sevak' journal. In 1965-66 the printing press was sold for a sum of Rs. 3,500 which was received in two instalments, but the sale proceeds were credited to the Central Bharat Sevak Samaj as follows:

22-2-1966	Rs. 3,000.00
17-3-1966	Rs. 500.00

4.526 Thus a machine donated to the Jan Jagran Group the transport charges of which were paid from out of moneys donated to the Group and the storage charges for which also came out of the funds of the Group, became the property of the Samaj in that, when it was sold, the sale proceeds were appropriated to the accounts of the Central Bharat Sevak Samaj itself.

#### **Amount recoverable from Rakesh Press :**

4.527 Paper worth Rs. 640 was supplied to Rakesh Press for the printing of brochures on 10-7-1959. The records of the Samaj show that the printing was not carried out and the amount was outstanding against the Press. At time

this amount was deducted from one of the bills of the Press but on its protest the recovery was not actually made.

4.528 It appears from the correspondence between the Press and the Samaj that the case of the Press was that it had done the printing and the printed brochures had not been collected by the Samaj for 7 years and it was not possible for it to say where the printed matter was. When the matter was examined by Mr. J. K. Khanna his opinion was that contradictory facts had been recorded on the file and that after the Press had printed a part of the brochures, the Bharat Sevak Samaj changed its mind and the Press had asked the Samaj to take away the printed matter as well as the paper remaining unused.

However, Rs. 640 remained unutilised due to the negligence on the part of the Samaj.

4.529 The publication of the 'Bharat Sevak' was stopped as from January 1966 and there was a stock of paper lying with the Press of the value of Rs. 1,220.10. The Samaj made efforts to recover the unused paper but the Press told the Samaj there was no unused paper left with it. In this way Rs. 1,220.10 was lost to the Samaj.

4.530 When the Ministry was asked about it, its reply was that they had asked the Samaj to either make good the loss or have the sum written off with the permission of the competent authority.

#### **Amount due from Bombay Bhushan Press, Mathura :**

4.531 To this Press a sum of Rs. 750 was paid by cheque in February 1960 for the printing of three brochures. Evidently the paper was not supplied to the Press. It repaid a sum of Rs. 100 and the balance remained with it and has not been realised by the Samaj.

#### **Amounts advanced to Mr. Chakradhari Agrawal and other :**

4.532 A sum of Rs. 2,000 was given as advance to Mr. Chakradhari Agrawal on April 18, 1959 and was debited to "Mass Contact"/"Seminar" and the ledger shows that this amount was paid for the Seminar at Mehrauli. Mr. Agrawal was asked several times in regard to this by the Samaj but he does not seem to have replied to the letters of the Samaj.

4.533 When the Accountant General raised an objection to this item, Mr. Agrawal replied to him that the matter was under investigation. When the Samaj was asked by the Commission about this sum of Rs. 2,000 its reply was that Rs. 1,018.40 had, according to the vouchers tra-

ced later, been used as travelling allowance of 43 persons who had attended the Seminar but for the balance, i.e., Rs. 981.60 no accounts were available, nor had the money been refunded by Mr. Chakradhari Agrawal.

4.534 There was a further amount of Rs. 300 which was taken as T.A. advance in August 1963 for which no bill was produced and the amount is still outstanding in the ledger for the year 1965-66 but the books of account after that year have not been produced.

4.535 Another small sum of money Rs. 308.75 was spent on behalf of the Sadhu Samaj at the time of Kumbh Mela at Hardwar in 1962. In reply the Sadhu Samaj had stated that a sum of Rs. 300 in this account was advanced by Swami Harinarayanand Ji personally to Mr. C. B. Sharma but no credit had been given for that amount. Enquiries in regard to this had been made from Mr. Sharma who had not replied nor has this sum of money been realised.

4.536 To Shri Gopal Sharma Son of Mr. C. B. Sharma the Hindi Weekly of the Bharat Sevak was regularly supplied for sale during the year 1961, 1962 and 1963 on a 50 per cent commission basis. Two sums of Rs. 2,000 and Rs. 1,000 due as on March 31, 1961 and March 30, 1963 were demanded from Shri Gopal Sharma but he has not even acknowledged the letters. The matter was referred to the Central Office of the Samaj to take action but the files do not show what action, if any, was taken. Thus, a sum of Rs. 3,000 was due from the son of Mr. C. B. Sharma and that amount has not been recovered.

#### Local Auditor's Objections to Accounts :

4.537 For some time the accounts of the various centres of the Jan Jagran Group and of the Seminars were audited locally by local auditors and the accounts received were consolidated by the Central Bharat Sevak Samaj through its Chartered Accountant. He has pointed out that the objections of the local auditors had not been met. Those objections related to the to the years 1962-63 and 1965-66 and were as follows :

Sl. No.	Year of Account	Para of the Auditor's Report.	Remarks of the Auditors
1.	1962-63	2(a)	(a) <b>Plan Information Centres:</b> "Audit Reports of local auditors of 3 Plan Information Centres, namely, Banpur, Khaira and Belgaum are qualified. We wish that replies to audit objections are given categorically to the local auditors and their certificates in satisfaction of their objections should be obtained and shown to us."
2.	1965-66	2(a) to (c)	(a) <b>Plan Information Centres:</b> "Audit Reports received from Gouribindapur, Chatrapur, Indore, and Panna Centres were qualified. We wish that categorical replies should be given to the Auditors, concerned and certificates in satisfaction of their objection should be obtained. (b) Statements of Account received from Kottarakara and Ernakulam Centres did not bear the seals of local auditors. (c) Statement of account of Agra centre was not supported by any certificates from local auditors. (d) <b>Raidurg:</b> A sum of Rs. 73.10 was paid on 5-10-1965 for Newspapers for the period from October 1965 to September 1966. A certificate from the Centre should be obtained that this was an advance payment of subscription and that the unexpired portion of the payment has been utilised in the next year. (e) <b>Faridabad:</b> A sum of Rs. 50.25 was shown as paid to one Punjabi Pustak Bhandar for books supplied by the party. It appears that date on the invoice was altered from 13-12-1965 to 13-3-1966. Also receipt of the payee was not obtained and reference of Accession Register was not made on the voucher."
(ii) 3	(a) to (c)	(a) <b>Cultural Activities—Seminars:</b> "Report of the local Auditors of the following Seminars were qualified:	<p>Bhopal . . . . . (State level)</p> <p>Chandigarh . . . . . (State level)</p> <p>Jalpaiguri . . . . . (Regional level)</p> <p>Jabalpur . . . . . (Regional level)</p> <p>Krishna Nagar . . . . . (District level)</p>



1	2	3	4
		Indore . . . . .	(District level)
		Panna . . . . .	(Panna level)
		Ferozpur . . . . .	(District level)
		Guru-Har- Sahai . . . . .	(District level)
		Sondamitha . . . . .	(block level)
		Neemgaon . . . . .	(block level)
		Bankhcri . . . . .	(block level)
		Kadugodi . . . . .	(block level)
		Sahzadpur (Ambala) . . . . .	(block level)

We suggest that categorical replies should be submitted to the local auditors concerned and their satisfaction certificates should be obtained.

(b) **Patnipura (M.P.)** The audited statements of account of the Seminar shows the expenditure only. Items of grant and other receipts could not be verified.

(c) **Sirai (1964-65) and Gulbarga (Mysore):**  
Audited statement of accounts received for the Seminars were not supported by any certificate from local auditors."

4.538 In reply to the question by the Commission as to how the grants were considered properly utilised when the auditors' objections had not been complied with, the Ministry's reply was that in some cases they had overlooked the audit objections due to oversight and in some other cases the matter was still pending with the Samaj.

4.539 A note dated November 16, 1965 on the files of the Samaj shows that the Publication Section of the Jan Jagran Group was supplying stencil paper and duplicating paper and duplicating ink for the circulars of the Samaj and also typing them. They were also despatching them and where necessary, translating them from English to Hindi and vice-versa. For the period April 1965 to November 1965, the cost of the stationery supplied was Rs. 800/- which was met out of the grants given for the Bharat Sevak, the brochures and bulletins. But there is no indication that this sum of Rs. 800/- which was the actual cost of stationery supplied, was ever recovered from the Samaj.

4.540 The files of the Ministry produced before the Commission show that copies of the audited accounts of the Jan Sahyog Kendras for the following places are on the file for the years 1955-56:

Name of the Jan Sahyog Kendras.	Period of Accounts
Ajmer . . . . .	1-4-1955 to 31-3-1956.
Maliyana (Meerut)	December 1955 to March, 1956.
Hyderabad . . . . .	For the period ending 4th April 1956.
Bodhgaya . . . . .	1-11-1955 to 31-3-1956.
Delhi . . . . .	(i) For the period upto 4-8-1954. (ii) For the year ending 31-3-1955.

4.541 Although the accounts of Ajmer, Maliyana, Hyderabad and Bodh Gaya are audited, those of Delhi for the period upto August 4, 1954 and for the year ending March 1965 were not audited.

#### No account of individual Kendras :

4.542 Further from April 1, 1956 the Samaj submitted to the Ministry a combined Receipts and Payments account of all the Jan Jagran Schemes including the Jan Sahyog Kendras and no separate accounts of the different kendras were sent to the Ministry. The Samaj has not produced the accounts of the individual kendras nor the vouchers in respect thereto of the various Kendras for all these years. Although some bundles of vouchers have been found of which the staff of this Commission took possession, these vouchers do not give a complete picture of the staff employed or the expenditure incurred on the different Kendras for all the years.

The absence of the documents makes a verification of the expenditure incurred impossible. Therefore, the Commission is unable to say what the true state of accounts was or how far the accounts compiled by the Central Samaj presented the true state of accounts.

#### Bulletins :

4.543 The following table prepared for the period from 1955-56 to 1965-66 shows the amount of grants admitted by the Ministry during those years in respect of expenditure on bulletins and also the amounts which were remitted by the Central Bharat Sevak Samaj to the Pradeshes as shown in the ledgers of the Samaj. These amounts are as follows:

1. Grants given by the Ministry from 1955-56 to 1965-66 in respect of expenditure incurred by the Pradeshes for the bulletins. The details are given in Table 4-X attached hereto. . . . .	Rs. 89,061.22
2. Amount remitted by the Central B.S.S. to the Pradeshes . . . . .	79,234.68
3. Amounts for which Pradeshes were to render account as on 31-3-1966. . . . .	27,445.49
	<hr/> 51,789.19
4. Amounts remitted by the Central Bharat Sevak Samaj to the Pradeshes whose accounts had been settled and whose accounts were incorporated in the audited accounts . . . . .	51,789.19
5. Therefore, amount of grant received but not remitted to the Pradeshes for which no accounts have been incorporated even though the accounts have been settled. See items 2 & 3 above.	<hr/> 37,272.03

4.544 This shows that although during these years the amount of grant admitted was Rs. 89,061.22, the Samaj actually remitted a total sum of Rs. 79,234.68 out of which the Pradeshes were yet to render accounts for Rs. 27,445.49. Thus, the accounts which were supplied by the Samaj were for a total sum of Rs. 51,789.19 and there remained with the Samaj a sum of Rs. 37,272.03 unremitted or unaccounted for. It may be remarked here that the accounts of a total sum of Rs. 27,445.49 have not been settled by the Central Samaj and, therefore, it cannot be said that they are a proper expenditure incurred by it and for which grants were paid. All this leads to the conclusion that Rs. 37,272.03 was unutilised for which no grant should have been given or if given, the money should be held due from the Samaj to the Government, i.e., in the absence of any evidence that this amount has been properly expended, which, as far as the books of accounts go, is not proved.

#### **Payments made to Mr. Nand Kishore Dass, Pradesh Convener, Orissa:**

4.545 The ledger of the Jan Jagran Group for the year 1959-60 shows that an amount of Rs. 1,400/- was paid to Mr. Nand Kishore Das, Pradesh Convener, Orissa, by the Central Bharat Sevak Samaj from out of the Jan Jagran funds on account of his allowance at Rs. 200/- per month from July, 1959 to January, 1960.

The State Government subsequently decided to give grants to the Orissa unit of the Bharat Sevak Samaj at Rs. 300/- per month on account of the allowance to be paid to Mr. Nand Kishore Das. The amount already paid out of the Central Government funds were to be adjusted before the allowance from out of the State grants were paid to Mr. Das.

The amount of Rs. 1400/- was adjusted from the allowances paid out of the State Government grants to Mr. Nand Kishore Das but this amount of Rs. 1400/- was neither sent to the Central Bharat Sevak Samaj nor credited to the Jan Jagran Account. Instead it appears that the Orissa Pradesh Bharat Sevak Samaj kept the amount with them as is evident from a letter of Mr. Nand Kishore Das dated March 22, 1960

wherein he has pointed out that the Central Bharat Sevak Samaj had promised to pay not less than Rs. 500/- towards a seminar at Sakhi-gopal and Mr. Chakradhari Agrawal had promised Rs. 1,000/- for the same.

The Commission has also before it a rather confusing letter dated January 23, 1960 from Mr. Nand Kishore Das addressed to Mr. Chakradhari Agrawal of the Central Bharat Sevak Samaj in which he had explained the many family mishaps—

"loss of 8 children and two wives during the course of 40 years since the beginning of his career as a social worker and that he was 66 years old, and then that at a meeting of January 5, 1960, at which the Chief Minister of Orissa and the Development Minister and Chairman of the Pradesh Samaj and himself were present the budget for the year 1960-61 was passed and it was provided that he (Das) would get Rs. 300/- per month as his allowance from the State Government grants and 'not depending on the uncertain and undependable source of Central Board's contributions' and also a sum of Rs. 600/- that the Central Board had sent towards his allowance for the months of July, August and September was adjusted. 'Unable to withstand the financial worries heaped on me I yielded. More than Rs. 1,400/- that I drew from the Pradesh Office as advance to meet my own and my family's expenses was also adjusted to this account. I am now somewhat relieved of my financial worries.....'. It also appears that he had become a candidate for the membership of the Upper House of Parliament. In a letter of February 24, 1960, he said that he was drawing his allowance from the month of April last year and that he had credited Rs. 600/- already received to the Pradesh Office fund and that his allowances were "now" coming from the State Government and no more money need be sent to him. This shows that allowances were to be paid out of the funds of the Pradesh which were provided by the State Government."

This letter explains the circumstances under which allowances were paid to a Pradesh Convener of the Bharat Sevak Samaj.

4.546 There is another small matter in regard to the payment to the Convener of Mysore Pradesh Bharat Sevak Samaj who was paid from August 1959 to March 1960 a sum of Rs. 1,800/- as maintenance allowance which was debited to the Jan Jagran grants and in the following year he was paid Rs. 1,200/- which was also debited to the Jan Jagran account. These payments to Conveners were included by the Samaj in the accounts under the heading "Mass Contact—Field Workers, Allowances to Secretaries and Zonal Organising Secretary" although no payments for these persons were provided for in the budget for 1959-60 and 1960-61 under the heading "Field Organisation, Mass Contact". But the grant-in-aid was admitted on these amounts, the Ministry being unable to find out about the nature thereof as payments of allowances to Conveners were not shown separately in the accounts.

**Expenditure on activities other than Plan Publicity debited to Jan Jagran Scheme :**

4.547 Not all the vouchers have been produced by the Samaj but those produced have been examined by the Commission, and they indicate that part of the expenditure was in connection with such activities as Bharat Sadhu Samaj, expenses in connection with the General Council meeting of the Bharat Sevak Samaj, annual conventions of the Bharat Sevak Samaj, printing of publications of the Bharat Sevak Samaj, celebrations of Foundation Days, and Independence Days, conference of conveners of Bharat Sevak Samaj, publication of souvenirs brought out by the Samaj, income of which was not credited to the Jan Jagran Scheme—it is not in the accounts and expenditure for "looking after of the lands". All these items were debited to the Jan Jagran Scheme. The Auditing Chartered Accountant, who has prepared the audited accounts for the Jan Jagran Group, has not had his attention drawn to these items of expenditure, and therefore, the Receipts and Payments accounts which were submitted to the Ministry did not show the expenditure on the various items separately.

4.548 The Ministry was asked in regard to this user of moneys on activities unconnected with the Plan Publicity from out of the Jan Jagran grants. Its reply was that it, the Ministry, and no reason to doubt the audited accounts submitted because it presumed that the Auditor must have satisfied himself about the correctness of the debits.

4.549 To certain extent this may be so, but items which cannot have any relationship with Plan Publicity and do not apparently fall under any one of the heads of the Jan Jagran Scheme should not have escaped the attention of the Auditors but there was one glaring defect in the grants and the sanction that nowhere was it indicated in any detail as to what was the nature

of expenses which could be debited to the Jan Jagran Group and which could not be.

4.550 In Part III of the questionnaire dated September 17, 1970 the Samaj was also asked to explain this matter and its reply was as follows:

"It was our idea to take Sadhus who are held in great esteem and sanctity in the India Society, into the fold of Bharat Sevak Samaj for Plan Publicity and to take advantage of their position, a little expenditure was incurred. Meetings of General Council of Bharat Sevak Samaj and Foundation Day Celebrations and other conventions are held to introduce the Bharat Sevak Samaj and its work in connection with Plan Publicity to the public. Further, these are the sources to get together all the workers and to take stock of their work done and chalk out the programme for their future activities to make the Plan Publicity more effective and popular. As such, it is a legitimate charge of Jan Jagran Group. The expenditure incurred was distributed amongst the various schemes operated by Jan Jagran Group. Moreover, Government officials and representatives of Ministries were invited in these meetings to explain the Government policies to the workers who in turn took advantage of this to convey Government point of view to the masses."

4.551 So the position of the Samaj comes to this that it was open to them to use the money as they thought best but they have not shown how expenditure on Bharat Sadhu Samaj or meetings of the General Council of the Bharat Sevak Samaj or its Foundation Day Celebrations and other Conventions were a legitimate expense from out of the funds of the Jan Jagran Group nor has the Samaj shown how the getting together of the workers, subserved the objectives of the Scheme and it is not indicated what class of workers was got together. In any case it was up to the Samaj to justify this expenditure which they have not done.

4.552 On the other hand the position taken up by the Samaj seems to show that their attempt was to get the Sadhus to join Bharat Sevak Samaj or their general activities in connection with their celebrations or communications of the Samaj even to the extent of incurring the entire expenditure on those activities could be debited to the Jan Jagran Scheme. If that is the opinion which they held in regard to the user of the funds, one should have thought that they should show those expenses specifically in their audited accounts to be audited by the Auditor and they would be so shown in the Receipts and Payments accounts which they have not done.

4.553 In the absence of any explanation from the Samaj it is difficult to accept the contention that any expenditure which the Samaj thought should be debited to the Jan Jagran Group could

be so debited and that also without disclosing in their audited accounts.

4.554 The Commission has worked out from the various vouchers the amounts which are not legitimately debitable to the Jan Jagran Grants; the total of this comes to Rs. 56,893.19 from the year 1955-56 to the year 1965-66. See Table 4-Y.

**Expenditure at the Headquarters—Jan Jagran Group :**

4.555 The amounts spent under different schemes of the Jan Jagran Group at the headquarters and debited to those activities were as follows:

	Rs.
1. Bharat Sevak printed at the headquarters . . . . .	6,37,912.68
2. Brochures printed at the headquarters . . . . .	3,14,941.77
3. Printing of 15 Point Appeal of the Prime Minister . . . . .	21,700.00
4. Bulletins expenses at the headquarters . . . . .	14,333.77
5. Jan Sahyog Kendra expenses at the headquarters . . . . .	23,753.61
6. Mass Contact expenses at the headquarters . . . . .	2,70,154.88
7. Expenditure separately shown in the records as headquarter expenses . . . . .	1,37,291.96
Total . . . . .	14,29,087.67

Out of these, the first two i.e. the Bharat Sevak and the Brochure were published at the headquarter and naturally all expenses must have been incurred there.

4.556 There is the third item printing of 15-point Appeal of the Prime Minister. One would ordinarily have thought that this would be printed and publicised as best as the Information and Broadcasting Ministry could arrange. But as the government has allowed this expenditure to be debited to the grants it ultimately makes no difference whether Government prints itself or gets it printed through any other agency. This 15-point Appeal of the Prime Minister was also for seeking cooperation of the people by the Bharat Sevak Samaj which would not ordinarily fall within the scheme. This is really academic because the Ministry has allowed this as a legitimate expenses.

4.557 The other four items 3 to 6 would only require a portion of the total expenditure to be incurred at the headquarters and that would be a proper expense for the headquarters.

4.558 Expenditure at the headquarters debited to the Jan Jagran Scheme for the other four items Nos. 6—9 from the year 1956-57 to 1965-66 was as follows:

	Rs.
1956-57 . . . . .	37,052.72
1957-58 . . . . .	64,821.70
1958-59 . . . . .	54,421.65
1959-60 . . . . .	44,967.08
1960-61 . . . . .	45,418.05
1961-62 . . . . .	54,878.74
1962-63 . . . . .	32,883.17
1963-64 . . . . .	37,730.72
1964-65 . . . . .	33,086.13
1965-66 . . . . .	40,273.26
Total . . . . .	4,45,533.22

4.559 The defect in connection with this expenditure is that in the sanction given for the grants nothing was indicated as to how much was to be spent at the headquarters in connection with these four items. The Ministry should have laid down that proportion of the total expenditure could be incurred at the headquarters. It did not do so from the year 1956-57 upto the beginning of 1959-60. For the years 1959-60 to the years 1961-62 the expenditure laid down by the Ministry for the headquarters was 10 per cent of the gross expenditure on the three schemes.

4.560 For 1962-63 headquarter expense was separately prescribed at 95 per cent of the gross expenditure with a maximum of Rs. 34,500/-. For the next three years i.e., from 1963-64 to 1964-65 no limits were prescribed but the total expenditure for the entire scheme was prescribed but the Ministry did not say how much of it should form part of the headquarter expenditure. Another defect which existed in the scheme itself was that it was not prescribed what the pattern of the staff at the headquarters should be.

4.561 Table 4-Z shows the expenditure at Headquarters in the various schemes of Jan Jagran Group.

**Grants for Plan Information Centres and Seminars :**

4.562 Grants were given by the Ministry of Information & Broadcasting to the Central Bharat Sevak Samaj for Plan Information Centres and Seminars out of which moneys were sent by the Samaj either to the Pradesh Offices or to the Centres themselves. The Pradesh Officers or the Centres sent either the accounts of moneys spent by them or just sent the vouchers on the basis of which the Central Samaj compiled an account in Jan Jagran Group which was audited by a Chartered Accountant. It is not shown as to what was the nature of the accounts which was sent to the Central Samaj.

4.563 On the basis of this audited Receipts and Payments accounts were submitted by the

Samaj to the Ministry; the expenditure was allowed by the Ministry under the scheme which in the beginning was 82½% of the amount expended or the difference between the expenditure and receipts, whichever was less; and later it was the difference between the expenditure incurred and the receipts for the respective centres the limit of 82½% was removed. On the basis of these accounts a Statement, Table 4-AA has been worked out for all the years. This Table is attached to this part of the report.

4.564 This Table 4-AA shows that the total expenditure admitted by the Ministry for the years 1960-61 to 1965-66 was a sum of Rs. 3,28,086.85. The Central Samaj remitted various sums of money during those years which make a total of Rs. 2,67,038.77. The difference between what was allowed by the Ministry as expenditure and what was remitted by the Samaj to the Centres etc. comes to Rs. 61,048.08. There is no indication on the record as to where this money came from nor have any accounts of these collections or receipts been produced.

4.565 Further the Pradeshes have not rendered accounts as on March 31, 1966, for Seminars and Plan Information Centres which make a total of Rs. 25,416.32. Therefore, the net remittances for Seminars and Plan Information Centres for which accounts have been rendered comes to Rs. 2,41,622.45. If the amount for which no account has been rendered or received is subtracted from the grants made by the Ministry then the amount for which utilisation has yet to be shown upto March 31, 1966, comes to Rs. 86,464.40.

4.566 There are certain infirmities in this part of the accounts submitted by the Samaj. According to the accounts certain expenses were incurred on the basis of which, according to the scheme pattern, the Ministry gave a grant of Rs. 3,28,086.85 but the Samaj remitted only Rs. 2,67,038.77 to the Pradeshes and the Centres. It has not been shown from where the Centres or the Pradeshes, as the case may be, met the difference between the two. In the absence of this information it cannot be said that the expenditure as shown in the accounts has been proved to have been incurred.

4.567 Further, the difference between the expenditure allowed by the Ministry and the amount sent by the Samaj minus the amounts for which no accounts have been rendered, comes to Rs. 86,464.40 which should be with the Samaj and its Centres and that amount cannot be said to have been properly utilised. Another flaw in the accounts is that there is no indication in the accounts produced as to where the receipts shown in the various accounts came from or how they were raised, and there is no method of testing whether the receipts shown in the consolidated accounts are all the receipts or are part of the receipts.

4.568 The whole thing is confused because the source of the receipts is not shown nor the source from which the difference between the expenditure claimed to be incurred and the amounts remitted by the Samaj to the Pradeshes or the Centres was met.

4.569 Still another fact which is important is that in the accounts of the Samaj for the year 1965-66 the amount due to the Pradeshes for the Plan Information Centres and for the Seminars is as follows:—

	Rs.
Amount due from the Pradesh for the Plan Information Centres . . .	31,844.94
Amount due for the Seminars . . .	18,107.54
Total . . .	49,952.48

In other words there is a difference between the figures as shown by the accounts given in Table 4-AA and what is shown in the books of account and this difference is Rs. 36,511.92 i.e., Rs. 86,464.40—Rs. 49,952.48.

4.570 The audited accounts submitted by the Samaj to the Ministry purport to be the Receipts and Payments accounts for the different years but they are more in the nature of a combined income and expenditure accounts and balance sheets, i.e., they are hybrid kind of accounts. They show not merely receipts and payments but also balances due to or due from various parties, which the receipts and payments accounts would not include. Further the accounts do not reflect as to what were the cash balances at the end of every year with the various centres or the Pradeshes. In view of this it is difficult to accept the propriety and correctness of accounts submitted to the Ministry by the Samaj.

4.571 As a matter of fact the Chartered Accountant who audited the accounts in 1959-60 in his report remarked that the accounts prepared were not on any proper basis neither on cash basis nor on account or mercantile basis. To quote his remarks were as follows:—

*“B. System of Accountancy:*

Books of accounts pertaining to activities of the Group were found maintained on cash basis although entries were found recorded therein on mercantile basis as well. So long as Receipts and Payments Account is being drawn up it is desirable that the Books are strictly kept on Cash Basis and no outstanding entries are brought therein. In case incorporation of entries on Mercantile basis is considered essential for the purposes of the Samaj, all outstanding entries and assets and liabilities will have to be brought in and a Balance Sheet drawn up at the close of the year. Your attention is invited to this state of affairs for an early action”.

### Supporting Documents to Prove Payments Wanting :

4.572 The Chartered Accountants who audited the accounts of the Jan Jagran Group had every year given a list where the payees' receipts or other supporting documents in proof of payments were wanting. The Accountant General Central Revenues who examined all the accounts of the Jan Jagran Group for the year 1964-65 also pointed out a number of items for which there were no supporting vouchers or documents.

4.573 The Commission called upon the Samaj to produce documents in support of the payments pointed out by the Chartered Accountant or by the Accountant General and they have produced some. Taking those into consideration the Commission finds that for a sum of Rs. 1,79,570.42 the document supporting payments are still wanting. The following table will show the amounts for which receipts have not been produced for the different years:—

	Rs.
(i) 1959-60 . . . . .	1,32,436.70
(ii) 1960-61 . . . . .	921.24
(iii) 1961-62 . . . . .	3,121.93
(iv) 1962-63 . . . . .	250.40
(v) 1963-64 . . . . .	585.39
(vi) 1964-65 . . . . .	6,360.00
(vii) A.G.C.R.'s Inspection Report for 1964-65 . . . . .	33,452.09
(viii) 1965-66 . . . . .	2,442.67
Total . . . . .	1,79,570.42

4.574 The Ministry was asked as to how the accounts have accepted in view of the defects pointed out by the Auditors and its reply was that the objections raised by the Auditors were duly settled later and the necessary certificate was obtained from the Auditors and the expenditure was, therefore, accepted. "However, it also observed that some items involving very minor expenditure which were not settled were not pursued with the Bharat Sevak Samaj. This omission is regretted".

4.575 The revised report by the Chartered Accountant was to the effect "that the various deficiencies pointed out in our audited report have been remedied and the requirements mentioned by us therein have been met".

4.576 It appears that the Ministry on December 12, 1960 asked the Samaj "(I) to remedy deficiencies and also to meet the requirements mentioned by the auditor" and the auditor seems to have given a certificate in exactly the same words. What he exactly means is not quite clear.

4.577 When the Samaj was asked about these stamped receipts they pleaded that because of the long time that had elapsed they were not available, but the amounts remitted to the Pradeshes used to be acknowledged in the annual accounts of the bulletins and that they had produced before the Commission some of the vouchers. These have been taken into account in working out the figures above given. Table-4-AB shows where the receipts are missing.

### Licence given for quota of imported paper for the Bharat Sevak :

4.578 The Bharat Sevak Samaj was given licences for quotas of imported mechanical glazed paper and for newsprint for the "Bharat Sevak" for the year 1960-61. The Chief Controller of Imports and Exports has filed a statement which shows that the Samaj was issued licences for 29.78 tons of mechanical glazed paper and 16.11 tons of newsprint from the year 1960-61 to 1966-67, the details of which were as follows:

Year	Quota of mechanical glazed paper in tons.	Quota of newsprint for the Hindi Weekly in Tons.
1960-61 . . . . .	3.50	6.51
1961-62 . . . . .	3.56	6.61
1962-63 . . . . .	2.89	2.99
1963-64 . . . . .	11.09	..
1964-65 . . . . .	3.87	..
1965-66 . . . . .	2.50	..
1966-67 . . . . .	2.37	..
	29.78 tons	16.11 tons

4.579 The Bharat Sevak Samaj have not produced the stock registers of paper purchased and consumed during the different years except for the year 1965-66, but the files of the Bharat Sevak Samaj produced contain some information about the consumption of the paper during the different years. The voucher files produced by the Bharat Sevak Samaj also shows that 25 reams of paper were purchased during 1961-62 from the bazar i.e., indigenous mechanical glazed paper besides what has been mentioned above.

4.580 The publication of the Bharat Sevak was stopped in the year 1965-66 from the month of February 1966. Therefore, it would appear that 2.37 tons obtained under licence during 1966-67 could not have been wholly used for the Bharat Sevak. The records so far produced do not give any indication of this licence having been surrendered. Thus it would appear that this licence was not utilised for the purpose of the Bharat Sevak. But what happened to it is not clear from the record.

4.581 Excluding the quota for the year 1966-67 the consumption of the mechanical glazed paper and the newsprint on the basis of formula found in the files of the Samaj produced so far is as follows:

*Mechanical Glazed Paper:*

Total import licence given by the Chief Controller of Imports & Exports from 1960-61 to 1966-67. . 29.78 tons

*Less:*

Import licence for the year 1966-67 . 2.37 „  
Quantity received from 1960-61 to 1965-66 . 27.41 „

From the account for the year 1960-61 it appears that 3.50 tons of mechanical glazed paper is equivalent to 231 reams approximately. Thus, 27.41 tons works out to 1,809 reams.

Number of reams purchased from 1960-61 to 1965-66 imported paper 1,809  
Indigenous paper purchased from bazar in 1961-62 . 25

Total . 1,834 reams

Consumption of mechanical glazed paper for Bharat Sevak both Hindi and English monthly from 1960-61 to 1965-66 . 1,593 „

Balance which should be at the end of 1965-66 . 241 „

Cost of 241 reams @ Rs. 22.31 per ream . Rs. 5,376.71

*Newsprint :*

From the accounts found in the files it appears that 1 ton is equal to nearly 100 reams. Thus

total quantity purchased from 1960-61 to 1962-63 (16.11 tons—imported newspaper is equal to 1,611 reams). = 1,611 reams

Newsprint purchased from bazar in 1961-62 . 35 reams

Total . 1,646 „

Consumption during 1960-61 to 1963-64 . 1,187 „

Balance . 459 „

Cost of 459 reams at Rs. 12.75 per ream Rs. 5,854.25

4.582 The details of the consumption are given in the annexed Table 4-AC which is based on the formula which the Samaj employed in the year 1961-62 and which is contained in the Samaj accounts for the year filed by the Samaj.

4.583 The stock register maintained by the Bharat Sevak Samaj shows that besides the mechanical glazed paper and the newsprint the Samaj had purchased Art paper locally and 1 ream and 620 sheets of the same was left with the Rakesh Press which were doing printing work for the Bharat Sevak Samaj as shown by the account books of the Samaj. The cost of the same @ Rs. 82.30 per ream works out to Rs. 125.10. Thus the value of the paper left at the end of the publication work in 1965-66 works out as follows :

	Rs.
Mechanical glazed paper .	5,376.71
Cost of newsprint . . . . .	5,854.25
Art paper . . . . .	125.10
Total . . . . .	11,356.06

The stock register maintained by the Bharat Sevak Samaj for the year 1965-66, however, showed only the following balances:

Description of paper	Quantity of paper lying as balance on 31-3-1966		Approximate cost.	Name of the Press with which lying.
	Reams	Sheets	(Rs.)	
1. Mechanical glazed paper $22\frac{1}{2} \times 33$ @ Rs. 23.90 per ream.	45	420	1,095.00	M/s. Rakesh Press
2. Art paper ( $58.5 \times 91/25.4$ lbs) @ Rs. 82.30 per ream.	1	260	125.10	Do.

As the stock registers for the earlier years are not available it cannot be ascertained as to how the Bharat Sevak Samaj have worked out these balances. But according to the details available in the files the Bharat Sevak Samaj should have had paper worth Rs. 11,356.06 after the publication of the Bharat Sevak was stopped.

4.584 Even the balance that was left with the Rakesh Press as shown by the stock register

for 1965-66 was not received back from the Rakesh Press. No efforts were made by the Bharat Sevak Samaj to recover the balance of paper from the Press till January 25, 1957. When the Samaj wrote to the Rakesh Press, its reply was that no unused paper of the Bharat Sevak Samaj was lying with them. No further action seems to have been taken by the Bharat Sevak Samaj. When the Ministry was asked about this matter their reply was that they had asked the



Samaj in February, 1970 that the loss should be made good or written off with the approval of the competent authority.

4.585 Thus it would appear that the import licence for 2.37 tons of mechanical glazed paper for the Bharat Sevak was not used for the purpose and that paper worth Rs. 11,356.06 purchased for the Bharat Sevak remains unaccounted for.

4.586 The basis of how these figures have been worked out are contained in the following table—Table 4-AC.

**Sale proceeds of Brochures not accounted for in full :**

4.587 When the Bharat Sevak Samaj submitted its proposals for the Jan Jagran Scheme it had contemplated the publication of pamphlets in English, Hindi and other regional languages for free distribution. When the Scheme was actually operated, it appears that a number of publications were priced. Some copies of the priced publications were distributed free and the others were sold. In the half-yearly Progress Reports sent by the Bharat Sevak Samaj the number of copies sold and the number of copies distributed free were indicated. The half-yearly returns submitted by the Bharat Sevak Samaj up to the 31st March, 1959 are not available. The stock registers of the Bharat Sevak Samaj are also not available upto that year. The Commission has examined the half-yearly returns submitted from 1-4-1959 and has worked out the sale price of the priced publications which should have been accounted for. The actual amounts shown in the audited Receipt and Payment Accounts for the different years on account of the sale price of brochures has also been indicated and so also the amount of commission allowed as shown by the audited accounts on the sale of the priced publications. These details are shown in Table 4-AD. The picture that emerges from this table is as follows :

Year	Sale proceeds which should have been accounted for.	Sale proceeds actually accounted for in the audited Receipt & Payment Account.	Commission on sale shown in the audited accounts.	Amount short accounted for in the audited Receipt & payment Accounts.
1	2	3	4	5
1959-60	33,132.67	25,111.18	..	8,021.49
1960-61	496.99	405.53	..	91.46
1961-62	37,706.84	22,853.19	..	14,853.65
1962-63	29,694.70	21,976.85	..	7,717.85
1963-64	30,044.89	12,111.07	..	17,933.82
1964-65	19,120.82	7,314.94	..	11,805.88
1965-66	5,376.09	3,277.67	1,876.57	221.85
	1,55,573.00	93,050.43	1,876.57	60,646.00

Thus in all an amount of Rs. 60,646.00 is not accounted for an account of the sale proceeds of the brochures.

4.588 The figures mentioned above have been debited taking into account the commission which has been shown in the audited accounts. The available records do not show whether any further commission was allowed by the Bharat Sevak Samaj other than what is shown in the audited accounts. In the absence of information about this it has been presumed that no commission other than what is shown in the audited account has been allowed by the Bharat Sevak Samaj.

4.589 The marked price of the publications which were left with the Bharat Sevak Samaj when the Scheme was closed on 31-3-1966 totalled Rs. 12,138.80. The closing stock of the priced publications was never taken into account in the audited accounts. In other words the entire expenditure on the priced publications has been included in the different years accounts and no credit is given in the closing stock. The Samaj was left with this closing stock at the end of the scheme and how this has been utilised by them and what has happened to the sale proceeds, if any, of the brochures sold subsequently is not known.

**Utilisation of the services of the Pradesh Organising Secretaries and other Secretaries paid out of the Jan Jagran Scheme for the activities of the Bharat Sevak Samaj not connected with Jan Jagran Scheme—debiting of Travelling Allowance of such activities to the Jan Jagran scheme.**

4.590 The Bharat Sevak Samaj have not produced all the vouchers of the Jan Jagran scheme. They have produced only some vouchers for some months from July, 1957 to March, 1966.

It appears from the records of the Bharat Sevak Samaj that every touring officer of the Bharat Sevak Samaj was required to give a report of the work done during his tour and these reports were to be attached to the Travelling Allowance bills. A scrutiny of the few Travelling Allowance bills produced, shows that no reports were attached to the Travelling Allowance bills showing the work done. The details given in the Travelling Allowance bills are very brief and in many cases scanty. The purpose of the tours have not been indicated in many cases and even in cases where the purpose has been indicated it appears that the tours were in a majority of the cases undertaken in connection with the general work of the Bharat Sevak Samaj; e.g.

(i) attending the Conventions of the Bharat Sevak Samaj or other meetings of the Bharat Sevak Samaj;

(ii) to accompany the dignitaries of the Bharat Sevak Samaj who were on tour;

(iii) organisational work of the Bharat Sevak Samaj;

(iv) supervising the work of the other branches of the Bharat Sevak Samaj like the Labour and Social Service Camps, milk distribution etc.

(b) running of Public Cooperation Centres called Jan Sahyog Kendras;

(c) publication of Bulletins in regional languages;

(d) publication of brochures;

(e) Mass contact.

4.591 Even tours undertaken to attend marriage parties have been included in the Travelling Allowance bills and have been paid for out of the Jan Jagran funds e.g. Travelling Allowance bill of Mr. Mathur Nath Tiwari, Regional Information Secretary of the Bharat Sevak Samaj in connection with the marriage party at C. B. Sharma's place has been paid for out of the Jan Jagran funds. Similarly the Travelling Allowance bill of Mr. Bapineedu for June, 1959 shows that he went to Gundakal to attend the marriage of the Convenor, Mr. Sultan and his Travelling Allowance bill was debited to the Jan Jagran.

4.592 The total expenditure of the few items noticed during the scrutiny of the few vouchers produced by the Bharat Sevak Samaj show that as much as Rs. 47,977.74 (See Table 4-A-F) was spent on tours not connected with the Jan Jagran scheme. This was obviously not an appropriate charge on the Jan Jagran funds for which grants were given by the Ministry of Information & Broadcasting.

4.593 Apart from the fact that travelling allowances not legitimately chargeable to Jan Jagran was debited to that head, another objection in respect of these items is that a major part of the time of the Pradesh Organising Secretaries appears to have been taken away by these multifarious activities of the Samaj which have no connection with the Jan Jagran scheme. This is confirmative of the fact that the Samaj had created the posts of Pradesh Organising Secretaries and the other Secretaries for the purposes of all its activities—some Government sponsored and others connected with their organisation and the salary and allowances of these Pradesh Organising Secretaries were debited to the Jan Jagran scheme.

4.594 The findings of the Commission with regard to the grants given for the Jan Jagran Scheme are—

(1) The total grants given for the Jan Jagran scheme by the Ministry of Information & Broadcasting from 1953-54 to 1965-66 amounted to Rs. 36,18,535.60. This scheme comprised five programmes—

(a) publication of a Journal called 'Bharat Sevak';

The objects of the scheme, described by the Bharat Sevak Samaj in the proposals sent by them, were: to further the publicity of the Five Year Plans as to explain the aims of the Five Year Plans, to educate the citizens of India, to understand the social processes of planning in democratic State and bring forth the latent creative urges of the community which was required for the success of democratic planning and to create conditions enabling individuals to make maximum contributions in advancing the objects of the Plan.

#### Bharat Sevak—Journal.

(2) Grants totalling Rs. 3,89,790.75 were given between 1953-54 and 1965-66 for bringing out the journal the Bharat Sevak. Upto the year 1958-59 the pattern of assistance was gross expenditure minus receipts but in the year 1959-60 the pattern was changed and a ceiling of Rs. 30,000 was put for the grants for the years 1959-60, 1960-61 and 1961-62. In 1962-63 the grant was to be 75% of the gross expenditure subject to a maximum of Rs. 60,000 or the actual deficit whichever was less. From the year 1963-64 to 1965-66 the grants were to be 66% of the gross expenditure subject to a maximum of Rs. 50,000 or the deficit whichever was less.

(3) The "Bharat Sevak" was brought out both in Hindi and English. The Bharat Sevak Samaj was required to inform the Ministry about print orders and distribution of each issue of Bharat Sevak but the Samaj did not supply these figures; only once a list of free distribution was given and that was in April, 1960 and the recipients of the free copies were field workers of the Bharat Sevak Samaj advertisers, the field officers of the Ministry of Information & Broadcasting and high government officers and dignitaries.

(4) A major part of the sales was through the employees of the Bharat Sevak Samaj in the Lok Karya Kshetras and under the Jan Jagran Group and in their case the cost of the copies sent to them was deducted from their salaries. There is nothing to show that the copies were actually sold by the Bharat Sevak Samaj officials. There is also no evidence to show that the Bharat Sevak reached the wider mass for whose benefit the Plan publicity was intended.

(5) A large number of copies of the Bharat Sevak could not be sold nor distributed free in spite of the fact that a large number of Pra-charaks and District Information Organisers were appointed for the purpose.

(6) The price of the unsold and undistributed copies was Rs. 17,374.00.

(7) The Bharat Sevak Samaj sent reports to the Ministry of Information & Broadcasting showing the number of copies sold; the number of copies distributed.

(8) The sale proceeds of the number of copies shown in these reports and the actual sale proceeds accounted for in the audited accounts submitted by the Bharat Sevak Samaj to the Ministry did not tally and an amount of Rs. 47,037.28 is short accounted for.

(9) Out of the sale proceeds totalling Rs. 1,28,283.42 as much as Rs. 32,227.49 was pending recovery from out of the credit sales i.e. about 25% of the sale proceeds. Similarly, advertisement charges to the extent of Rs. 9,230.06 were outstanding as on March 31, 1966.

(10) Due to the non-realisation of the outstanding dues from various parties on account of credit sale of the journal and advertisement charges the Samaj has not been able to repay the unspent balances of the grants to the Government.

(11) No review of the Bharat Sevak Journal to find out its utility for the purpose of plan publicity was undertaken by the Ministry of Information & Broadcasting.

(12) Neither the Bharat Sevak Samaj nor the Ministry of Information & Broadcasting has produced all the issues of the Bharat Sevak. The Bharat Sevak Samaj has produced only some issues from March 1961 to December 1965 and a scrutiny of these issues shows that a major part of the space in the journal was devoted for the publicity of the Bharat Sevak Samaj itself or of its leaders. In the English edition the space devoted for Plan publicity was only 17.71%, the figures for the monthly Hindi edition and the weekly Hindi edition being 12.07% and 8.86% respectively. Even these figures are after including all the general topics on economic matters: agriculture, social welfare and on public issues not necessarily connected with the Five Year Plans.

(13) The Ministry of Information & Broadcasting has justified their continuing the grants for the Bharat Sevak on the ground that the "publication of this journal was an imperative necessity to build up a dedicated and disciplined cadre whose duty was to make the people aware

of the message of the plan and thereby to secure their willing cooperation for its implementation". But the Commission finds this a strange argument in that the organisation, surprisingly the Samaj itself had to be built up with Government grants first. The grants seem to have been used to build up the organisation of the Bharat Sevak Samaj itself on the ostensible plea of promoting Plan publicity.

(14) In January 1960 the Samaj converted the Hindi monthly into a weekly journal without obtaining the approval of the Ministry and the weekly journal was reconverted into a monthly in December, 1963. The reconversion was also without any prior approval of the Government. The Samaj had to appoint extra staff due to the conversion of the weekly and extra expenditure was also included for purpose of grants. This instance of conversion and reconversion shows that the Ministry had little control over the Bharat Sevak Samaj.

(15) From January, 1956 the Samaj also started including regional news letters which were a resume of the working of the different regional Units of the Bharat Sevak Samaj. These news letters had nothing to do with Plan publicity and the Samaj did not deem it necessary to obtain any approval from the Ministry for including the news letters and debiting the extra cost to the Ministry's grants.

(16) The Bharat Sevak Samaj was given special quota of mechanical glazed paper for bringing out the Bharat Sevak. Out of this quota the Samaj transferred a portion to the Bharat Sadhu Samaj in July, 1963. Neither was any approval obtained for that transfer nor was the cost of the paper recovered from the Bharat Sadhu Samaj, the cost of that paper was also debited to the account of Bharat Sevak and grants obtained from the Government.

(17) Even though grants were obtained for appointing the editorial staff for the Bharat Sevak from August 16, 1962 to September 30, 1965 an amount of Rs. 200 p.m. was paid to the printers of the Bharat Sevak for proof reading without obtaining any approval from the Government. This was in spite of the fact that extra staff had been appointed for editorial assistance and their cost had been debited to the grants.

#### Brochures

(18) Grants totalling Rs. 2,33,328.30 were paid by the Ministry from 1955-56 to 1965-66 for bringing out pamphlets of about 32 pages relating to the Plan in English, Hindi and other regional languages for free distribution.

(19) The Bharat Sevak Samaj did not submit copies of all the books published before that date to the Ministry nor have they been able to submit a complete list of all the publications brought out by them under this scheme to this Commission.

(20) From the information available it is seen that 159 publications were brought out by the Bharat Sevak Samaj under this scheme.

(21) Even though grants were given from 1955-56 no approval of the Ministry was obtained about the subjects chosen, the titles or the details of the subject matter dealt with in the brochures. The manuscripts were not sent to the Ministry. Even the Bharat Sevak Samaj did not have any machinery to vet the manuscripts upto February 1965. From February 1965 the manuscripts were got vetted by a committee headed by Mr. Amar Nath Vidyalkar, M.P. in the Central Bharat Sevak Samaj itself. Thus the Ministry did not have any control over what was published from out of the grants given under the scheme of brochures.

(22) Even after the brochures were published there was no regular review by the Ministry to ascertain the usefulness of the publications for plan publicity. No records of the scrutiny from 1955-56 to 1958-59 have been produced before this Commission. In 1959-60 after scrutiny by the Ministry it was found that three of the publications were not connected with the plan publicity and three related to the Lok Karya Kshetras which was another scheme of the Bharat Sevak Samaj, but the expenditure on these brochures was not disallowed.

(23) Further, the cost of bringing out a brochure in Hindi which was a review by Mr. Gulzari Lal Nanda in the Sixth Annual Convention of the Samaj was included twice in the accounts—once on July 9, 1959 and again on September 25, 1959.

(24) A publication entitled "Food from Waste" was found to contain material borrowed from the publications of the Indian Council of Agricultural Research and the expenditure on the same was allowed by the Ministry in spite of the fact that there was a condition that there should not be any duplication of material brought out by the Samaj with that of the Government agencies.

(25) In 1960-61 the Samaj reported that there was a large amount of accumulated literature for which there was neither a clientele in the rural areas nor was there any other machinery to dispose it of.

(26) In the year 1960-61 out of 12 publications brought out 9 were novels by Yagyadutt

Sharma, 2 dealt with Lok Karya Kshetras and one dealt with participation of the Bharat Sevak Samaj in the food campaign. Thus it was not plan publicity that was attempted but the publicity of the Samaj and its activities or publications of novels which were to help the Samaj in raising their part of the contribution.

(27) The records of the scrutiny of the brochures in the Ministry for the year 1962-63 have not been produced and they are stated to have been destroyed.

(28) In the year 1963-64 two publications were brought out one relating to the Chinese Aggression and the other a discussion of the Ramayana, both of which had no connection with the plan publicity but expenditure on these were allowed.

(29) During the 1964-65 four publications brought out by the Samaj were criticised by the Publications Division for want of comprehensiveness of the material and it was also found that there was duplication of subject-matter dealt with by these publications and those brought out by the Ministry. Still the grants were allowed for these publications.

(30) In the year 1965-66 five pamphlets were brought out of which one dealt with publicity of the Bharat Sevak Samaj and about the others the Publications Division of the Ministry of Information and Broadcasting thought that there should be better co-ordination in the publishing activity of the Samaj with Governmental agencies which were better equipped to bring out the written publicity material. The grants for the five publications were, however, allowed.

(31) The Samaj has produced before the Commission only 97 out of 159 publications of theirs about which there is no information. Out of 97 only 19 related to the plan publicity, 39 dealt with activities of the Samaj, 20 were novels and short stories and 19 related to biographical sketches, Yogasanas, speeches of the leaders of the Bharat Sevak Samaj like Mr. G. L. Nanda and other general topics. Thus, very little plan publicity was done by the brochures and the grants for brochures were mainly utilised to project the image of the Bharat Sevak Samaj and its leaders.

(32) Even though the grants for brochures were meant for conveying the message of the Plan to the rural masses, out of 159 publications only 22 were in regional languages, 4 in Urdu, 4 in Punjabi, 2 in Gujarati, 2 in Marathi, 2 in Tamil, 2 in Telugu, 2 in Kannada, 2 in Assamese, one in Bengali and one in Oriya.

(33) Even though the pamphlets to be brought out were to be of 32 pages, in a majority of cases

they had more than 32 pages and some of them had as many as 200 pages. They were not pamphlets propagating the plan but really books.

(34) In the year 1963-64 the Samaj actually brought out no books themselves but entrusted the task of publication to the *Sasta Sahitya Mandal* on a profit sharing basis. But still they continued to incur the expenditure of about Rs. 7,200 on maintaining staff and establishment for their publications' section in this year. No approval of the Ministry was obtained for entrusting the task of publication to the another agency.

#### *Bulletins*

(35) The grants totalling Rs. 1,10,720.22 were given from 1956-57 to 1965-66 for the publication of bulletins in regional languages to bring to the notice of the citizens the nature and utility of the different plans and for seeking the co-operation of the citizens in the implementation of the plans.

(36) The Samaj did not produce all the copies of the bulletins published by them and even though the grants were given from 1956-57 not many bulletins were produced before this Commission. These are 57 issues of the Punjabi bulletins, 21 issues of the bulletin published from Madras, 5 of which were in English, 9 issues of bulletins in Gujarati, 7 bulletins in Bengali and one in Hindi published from Gorakhpur.

(37) These bulletins were not regularly reviewed by the Ministry and there is no evidence to show that they even received copies of the bulletins produced by the Samaj.

(38) The review report of 1961-62 in the Ministry shows that the Publications Division was of the opinion that if literally interpreted there was no question of grants-in-aid for the bulletins as there was no subject connected with the plans which was not covered by the Division and they considered that the condition in the grant about non-duplication should be modified. The Ministry thereupon asked the Samaj to avoid duplication and also to send distribution lists but there is nothing to show that they were sent by the Bharat Sevak Samaj.

(39) The distribution of the Malayalam bulletins of 1965-66 revealed that the material concerned the Bharat Sevak Samaj rather than plan publicity still the grants were given to the Bharat Sevak Samaj.

(40) A scrutiny of the copies of the bulletins produced before this Commission show that very little plan publicity was done through bulletins

and a major part of the bulletins was devoted to the publicity of the Samaj itself or of its leaders.

(41) The Regional Bulletins in Hindi brought out from Patna, Jaipur and Gorakhpur were nothing but prints of the issues of the Bharat Sevak in Hindi published by the Central Bharat Sevak Samaj the only modifications being about the place of publication, date of publication and the editor and publisher name. The Samaj has produced only one copy of the Regional Bulletins published from these places viz., one issue of the Bulletin from Gorakhpur. The Samaj got printed all the issues in Delhi and charged the Regional Offices the cost of printing of the number of issues sent to them. The attempt seems to have been to claim from the Ministry of Information & Broadcasting for the Regional Bulletins in those places even though no separate regional bulletins have been proved to have been brought out.

#### *Jan Sahyog Kendras*

(42) From 1953-54 to 1962-63 grants totalling Rs. 4,63,810.46 were given for the setting up of Jan Sahyog Kendras which totalled 56 in number. The object of these Kendras was to allow access to the public to the literature published by the Government of India, the State Government and the Bharat Sevak Samaj relating to Five Year Plans and constructive programmes and to distribute such literature. They were also to do Plan publicity in the villages by means of display of documentary films, cinema slides, magic lanterns etc., provided by the official agencies of the Government of India and the States.

(43) Even though these Kendras were to be started in rural areas at least 12 of the Kendras were started in urban areas in violation of the terms of the grant.

(44) There are no reports of the work done in the Kendras except for two half years ending September 1960 and March 1961. The reports do not show the nature of literature in the possession of the Kendras nor do they show any Plan publicity work done by them.

(45) The Kendras appear to have taken up the construction of approach roads, wells, composite pits, enrolment of members of the Bharat Sevak Samaj running of new schools, nursery classes and craft classes etc. Thus even though grants were given for Plan publicity work the Kendras were utilised for taking up social activities which cannot be termed as synonymous with Plan publicity.

(46) In these reports figures are given of certain meetings addressed by the workers but does

not specify whether these meetings were connected with Plan publicity. No records of the Kendras have been produced before this Commission which would have enabled a verification of the number of persons attending the meetings.

(47) The Ministry found the working of the Kendras unsatisfactory in many cases and the explanations given by the Samaj from the tour purposes were also unsatisfactory; still the grants were given for the Kendras.

(48) The Ministry made inquiries of the Samaj about the poor performance of 11 centres but the inquiry was stopped when the sittings of the Public Accounts Committee on the subject were over. Thus the efforts of the Ministry to keep a proper control over the working of the Kendras seem to have been most lackadaisical.

(49) The Samaj never got the approval of the Ministry for the places where the Jan Sahyog Kendras were opened nor did they even inform the Ministry of the closing of the Kendras. Even the number of Kendras were not intimated to the Ministry and merely the total expenditure on the Kendras was included in the audited accounts sent to the Ministry.

(50) There were complaints to the Central Bharat Sevak Samaj about the working of the Jan Sahyog Kendras at Yemigamur. Inquiries by the officials of the Bharat Sevak Samaj revealed that the workers in charge of the Kendra had claimed for Labour & Social Service Camps not held or inflated the period of working of the Camps, showed larger amounts of rent paid for the Kendra than what was actually paid, had let out the office premises to outsiders, there was shortage of furniture purchased for the Kendra allowances were shown in the accounts which were actually not paid, allowances for running the Plan Information Centre were drawn for one year falsely by showing a son as employed for the purpose, false accounts relating to books periodicals and journals were sent and expenses of the Pad Yatra were over charged. The Samaj never brought these irregularities to the notice of the Ministry.

(51) In the case of the Jan Sahyog Kendra at Dhamua there were complaints about the working of the Kendra and after enquiries it was found:—

The election agent of the Pradesh Convenor was appointed as an organiser in the Kendra and he was the promoted and manager of a school in Calcutta and did not attend to the work of the Kendra which was located about 19 miles from Calcutta. Against the second Organiser there was a complaint that he was carrying on his avocation as a handicraft expert at Calcutta and was absent from duty at Dhamua

but the Bharat Sevak Samaj Inquiry Officer found that the Organiser was doing demonstration work for handicrafts.

The Jan Sahyog Kendra was attached to the Bharat Mahajadi Mandal and the workers of the Kendra were employed to supervise the Mandal's welfare home and youth welfare work of the handicrafts work. The expenses of the Sadhana Ashram which was attached to the Mahajadi Mandal on the poultry farm primary school, secondary school were debited to the accounts of the Jan Sahyog Kendra. The milk distribution work was taken up by the Kendra.

Two Labour and Social Service Camps were held in Dhamua in September-October 1959 and the work done in those camps was for the benefit of the Sadhana Ashram. The Samaj made no reports to the Government of India about their findings.

(52) Grants were given for a Jan Sahyog Kendra at Mangalia where the Indian Medical Association was rendering relief to the local population.

The inquiries by the Bharat Sevak Samaj officials revealed the performance of the Kendra as poor, the workers were being used by the Convener who was a Doctor and the workers were being used as personal servants.

The Chief Organiser resided at Indore and did no work for the Kendra and two Organisers appointed in the Kendra had no idea of the work to be done by them.

In spite of the poor working, grants were continued for this Kendra and it was converted into a Lok Karya Kshetra later.

There is no evidence of any Plan publicity work done by this Kendra.

(53) There were complaints about the Mirchabari Kendra that the workers were staying at Katihar, were falsely showing tours in villages and the articles purchased for the Centre were misused.

Inquiries revealed these complaints as correct and the Central Bharat Sevak Samaj wanted the Kendra to be closed immediately but Mr. L. N. Mishra then a Deputy Minister in the Union Cabinet wanted the closure to be stopped. But even the Pradesh Convenor who made subsequent inquiries found that the incharge of the Kendra, Mr. Mandal was getting material and money from railways besides his salary and the District Units were in poor shape. This Centre was ultimately closed but it is not known as to what happened to the building constructed by



the Kendra out of donations. Nor is there any account of the donations or of the expenditure on the building.

(54) There were complaints from the workers of the Jan Sahyog Kendra Bina that they had not been paid their maintenance allowance though the same were shown to have been paid in the accounts. Inquiries by the Central Bharat Sevak Samaj revealed that the payments were not shown in the cash books and vouchers were obtained before making payments.

(55) In the Jan Sahyog Kendra at Amolapatti grants received from the State Government were not shown in the accounts. The only activity of the Kendra was the running of two sub-centres for which grants were received from the State Government. The Kendra as such did no work.

In June 1961 there were complaints that the Organisers were not working at all and nobody was taking charge of the furniture and other properties. There were also complaints against the Chief Organiser that he had misappropriated the funds of the cooperative society which he was managing. The salary of one of the workers while was shown in the accounts as paid was never paid to the worker, and there were complaints from the person concerned but no inquiries appear to have been made about the complaint.

(56) The only inspection of the Jan Sahyog Kendra by the officials of the Ministry of Information & Broadcasting was in respect of the Bodhgaya Centre and it was found that in a small room at the Birla Dharmashalla at Gaya 3 institutions of the Bharat Sevak Samaj viz., Information Centre, the Bharat Sevak Samaj Tourist Centre and the Jan Sahyog Kendra were functioning. When the Kendra was closed later a camera, an almirah and a typewriter and a few other things of the Kendra were not handed over to anybody. These articles appear to have been misappropriated by the persons in charge of the Kendra.

(57) In the Kaipadar road Jan Sahyog Kendra in Puri the Information Secretary of the Bharat Sevak Samaj was advanced Rs. 730 for which no account was rendered.

In the Arai Keshopur Jan Sahyog Kendra the salary of the Director and Secretary of the Gandhi Model Villages Union was debited to the Kendra account. There is no indication of any plan publicity work done by the Kendra.

The Secretary of the Jan Jagran Group of the Central Bharat Sevak Samaj in October 1960 found that the three workers of the Kendra were a hopeless trio and no work was being done

in the Kendra; still the Kendra was continued and later on converted into a Lok Karya Kshetra.

#### *Mass Contact*

(58) Grants totalling Rs. 23,06,667.24 were given for the Mass Contact Scheme from 1955-56 to 1965-66. Under this scheme the Bharat Sevak Samaj employed Pracharaks, District Information Organisers, Regional Publicity Organisers, Pradesh Organising Secretaries, Zonal Secretaries and Information Secretaries and other officials and officers of the headquarters of the Samaj at Delhi.

(59) The Pracharaks whose numbers varied from 91 to 125 in different years were appointed to assist in the formation of Bharat Sevak Samaj Units and enrolment of its members, collection of fees and explaining to the villagers the purpose of the Bharat Sevak Samaj participation in the various projects. The total expenditure on the salary of Pracharaks was Rs. 6,06,498.91 up to the year 1961-62.

(60) The Ministry did not even obtain reports about the work done from the Central Bharat Sevak Samaj except for two periods i.e., for the half years ending September 1960 and March 1961. The reports, if any obtained for other periods have not been produced before this Commission. These reports show that the number of new units of the Bharat Sevak Samaj set up by the Pracharaks, the number of units of Bharat Sevak Samaj functioning in the villages and the work done by the Pracharaks for the Bharat Sevak Samaj including popularising of the 15-point programme of the Bharat Sevak Samaj.

(61) The Ministry had no control over the working of the scheme and there is no indication in the reports of any tangible results for plan publicity from out of the efforts of the Pracharaks. The Pracharaks seem to have been employed more to organise the Bharat Sevak Samaj units and collect the subscriptions for the Bharat Sevak Samaj.

(62) The post of Pracharaks were abolished in 1961-62 and the new posts of District Information Organisers were created whose number varied from 28 to 98 in the different years. The total maintenance and travelling allowance from 1961-62 to 1965-66 was Rs. 3,60,932.73. The duties prescribed for these District Information Organisers also included supervision of all the activities of the Bharat Sevak Samaj in the district, helping the District Convenor in organising district units and enrolling members of the Samaj.



(63) The reports show no details of the work done by the individual District Information Organisers and the details given are of the number of new members of the Bharat Sevak Samaj enrolled, the number of units formed and general assessment of the work without giving specific details. These reports cannot give any idea of the work done by the individual District Information Organisers.

(64) From the year 1956-57 to 1965-66 Rs. 5,10,924.86 was spent on the allowance of the Pradesh Organising Secretaries, Zonal Secretaries and some Pradesh Convenors. The duties prescribed for them show that the Pradesh Organising Secretary was incharge of the Bharat Sevak Samaj activities in the State concerned and his role was not merely confined to plan publicity. He was to assist the Pradesh Convenor in all the matters concerning the Bharat Sevak Samaj more particularly in the organisational set up and he was also to act as a link between the Pradesh Bharat Sevak Samaj and the Central Bharat Sevak Samaj. The total number of these officers paid from the Jan Jagran Funds varied from 12 to 21.

(65) Thus it appears that the large number of the Bharat Sevak Samaj officials employed at the State level, district level and the village level were paid out of the funds of the Jan Jagran and for the ostensible purpose of plan publicity; thus the organisational supervision of the Bharat Sevak Samaj was largely got done through these workers whose salaries were debited to the Jan Jagran.

(66) Seminars were held by the Bharat Sevak Samaj from the year 1959-60 to 1965-66. The condition attached to the grant was that expenditure on the training scheme, the training camps Pad Yatra, seminars, etc., was to be limited to Rs. 15,000.

(67) During the years 1959-60, 1960-61 and 1961-62 reports were submitted which showed the number of persons who participated and the subjects discussed etc. Thereafter only consolidated reports for all the seminars held during the year giving a general description of the activities were only submitted. No details were given about the number of persons who participated in each Seminar and the subjects discussed in the Seminar.

(68) The number of persons whose expenditure included in the accounts did not tally with the numbers shown in the reports submitted to the Ministry in the following years:—

Year	No. of seminars held as per accounts	No. of seminars as per the reports
1960-61	20	9
1961-62	158	No reports available.
1962-63	53	71
1963-64	44	No reports available.
1964-65	216	214
1965-66	167	155

As no primary records of the seminars have been produced it has not been possible to verify as to which of the figures is correct but the difference in the numbers shown in the accounts and in the reports cast considerable doubt on the holding of the seminars.

(69) A Vyas Sammelan held in 1959-60 was inspected by the Regional Officer of the Directorate of Field Publicity and his report was that the Seminar was poorly attended, the Vyasses had limited knowledge of the Plans which showed that they had been recruited without taking care about their utility.

(70) A seminar held in Jullunder was a seminar of the workers of the Bharat Sevak Samaj who were working in the Lok Karya Kshetras, Night Shelters, Welfare Extension Projects and there was only one worker of the Jan Jagran Group. There was no evidence of any training for the publicity of the Five Year Plans.

(71) The seminar held at Baijnath was nothing but the Punjab State Bharat Sevak Samaj Convention.

A Seminar held at Kalyani in July 1960 was nothing but the Convention of the West Bengal Pradesh Bharat Sevak Samaj. Similarly, a Seminar held at Sakthigopal in October 1959 was nothing but the Convention of the Bharat Sevak Samaj in Orissa.

(72) A seminar was held at Dharwar in March 1961 and when the report was received by the Ministry of Information & Broadcasting their comment was that the recommendations were such as would normally come from an uninformed organisation.

(73) A Seminar held in April 1961 in New Delhi was nothing but an adjunct of the All India Convention of the Bharat Sevak Samaj held in Delhi.

(74) A Seminar held in Narnaol in March 1961 was an adjunct of the Annual Convention of the Bharat Sevak Samaj and the Bharat Sadhu Samaj.

(75) Seminars were reported to have been held in November 1961 at Anandapur at Kanto in Orissa and the Organising Secretary who went to inspect found the seminars were poorly organised and there were no discussions and no reports. He found that the Seminar had been closed before the due date and on his arrival found no trace of the Seminar.

(76) The officials of the Regional Publicity Organisation of the Government of India who went to attend a seminar at Achhabal near Srinagar in October 1961 found that there was no Seminar.

(77) Three Vyas Sammelans were held at Allahabad, Bombay and Hardwar with the object of enlisting the services of *Katha Karu* and *Vyasses* for Plan publicity work. In respect of the Allahabad Vyas Sammelan the Regional Officer of the Ministry of Information & Broadcasting found the seminar not very effective because of the limited knowledge of the *Vyasses* about Plan targets or its achievements. The *Vyasses* could neither collect people nor hold them for long.

(78) In view of the poor performance of the Vyas Sammelan at Allahabad, the Ministry had decided not to give any further grants but the Samaj held a Vyas Sammelan at Bombay without awaiting Government sanction and later on grants had to be given on the ground that the Sammelan had already been held. This was in spite of the fact that the Field Publicity Officer of the Ministry found the Sammelan not a great success and the workers of the Bharat Sevak Samaj refused to give any information about the Sammelan to the Field Publicity Organisation.

The Bombay Sammelan was held in conjunction with the Gita Sammelan which was organised by the Bharat Sadhu Samaj.

The Hardwar Vyas Sammelan was held at the time of the Kumbh Mela in March 1962 which was meant both as a training camp for *Katha* and *Kirtan Kars* and most of the subjects discussed in the Sammelan were Hindu Religion and very little of Plan publicity.

The expenditure on the Hardwar Vyas Sammelan also included expenditure incurred on the volunteers who were posted at the inquiry office and the guards by the Bharat Sadhu Samaj and Bharat Sevak Samaj in connection with Ardh Kumbh Mela and this had nothing to do with the Vyas Sammelan.

Even though 32 to 35 *Vyasses* were reported to have been given training the Field Publicity Officer found that none of the trainees were made available to him for utilising for Plan publicity.

Similarly, he also found that a Bharat Sadhu Samaj convention was held in the same pandal where the Vyas Sammelan was reported to have been held.

#### *Plan Information Centres*

(79) The Bharat Sevak Samaj started a new activity called the Plan Information Centres from January 1, 1962 and by the end of March 1962 there were 43 Plan Information centres. The Bharat Sevak Samaj did not obtain any approval of the Government of India for starting this new activity. But the expenditure on this activity was included under the heading "Mass Contact" and grants obtained for the Same.

(80) The proposals for the scheme were sent for the first time in September 1962 and in the year 1962-63 the Government of India sanctioned the scheme only for the last three months of the financial year but the Samaj included the expenditure on the scheme from January 1, 1962.

(81) Under the scheme submitted by the Bharat Sevak Samaj for the Plan Information Centres in May 1963 the Centres were to be opened at places where the Jan Jagran and the Lok Karya Kshetra Units were functioning. But the activities proposed by the Plan Information Centres were already covered by the activities of the Units of the Jan Jagran and Lok Karya Kshetra schemes, therefore, the opening of the Centres was redundant but still the Samaj claimed separate grants.

(82) Even though there was a condition that there should not be any duplication of the Plan Information Centres of the Bharat Sevak Samaj with those opened by the Government, in as many as 45 places the Plan Information Centres of the Bharat Sevak Samaj were opened in places where there were Information Centres of the States.

(83) 20 Plan Information Centres were opened in the same places where the Lok Karya Kshetras of the Bharat Sevak Samaj were functioning.

(84) The Ministry was not kept informed of the places where the Plan Information Centres were opened and no approval of the Ministry was sought or given for opening or closing of the Centres. Thus on the whole the Ministry had very little control over the functioning of the Plan Information Centres.

(85) A scrutiny of the list of books purchased for some of the Centres whose records have been produced shows that the books purchased have no relation with Plan publicity in many cases and even where they had some connection with economics or planning the books were

of a type which could not have been read or understood by the rural people who were supposed to be benefited by the opening of these centres.

#### *Pad Yatras*

(86) No approval of the Ministry was taken for starting the scheme of Pad Yatras and in the year 1957-58 Rs. 2,997.19 was spent on Pad Yatras without obtaining any approval of the Ministry.

(87) In the year 1958-59 Rs. 13,630.93 was spent on the Pad Yatra which was organised to enable the workers of the Bharat Sevak Samaj to attend their Annual Convention at Bhilwara in Rajasthan.

(88) Even though the workers were supposed to perform the Pad Yatra on foot expenditure was incurred on conveyance.

(89) Besides the expenditure debited to the Jan Jagran scheme an amount of Rs. 930.90 was debited in the accounts of the Lok Karya Kshetra Training Centre in connection with the expenditure of the Pad Yatris.

The account of the Annual Convention of the Bharat Sevak Samaj at Bhilwara shows that there was a surplus of Rs. 17,442.08 but no part of the surplus was given to the Jan Jagran scheme for meeting the expenditure of the Pad Yatris. The surpluses were taken as receipts of the Bharat Sevak Samaj.

(90) Amounts totalling Rs. 29,924.98 in connection with the Annual Conventions of the Bharat Sevak Samaj were debited to the Jan Jagran scheme from 1955-56 to 1964-65. Further, amounts totalling Rs. 21,946.70 also appear to be the expenditure on account of the Annual Conventions of the Bharat Sevak Samaj debited to the heading "Training, Seminar, Exhibition, Training of workers, etc., under the Mass Contact Scheme."

(91) The Samaj has not produced any accounts of their Annual Conventions except for the Convention at Bhilwara and the accounts of the Bharat Sevak Samaj show expenditure totalling Rs. 5,450.62 only on account of the holding of their Conventions from 1955-56 to 1959-60. From 1960-61 to 1965-66 the accounts of the General Section of the Bharat Sevak Samaj do not show any expenditure whatsoever on the Conventions. Thus it appears that the expenditure on their Conventions was debited by the Bharat Sevak Samaj to the Jan Jagran scheme even though the Conventions were not directly connected with Plan Publicity work for which grants were given under the Jan Jagran Scheme.

(92) From the year 1956-57 to 1958-59 the Bharat Sevak Samaj spent Rs. 59,671.98 out of the Jan Jagran scheme for the training of Pracharaks. During the year 1956-57 no approval was obtained for the scheme of training of Pracharaks but still the expenditure of Rs. 19,043.70 was debited to the scheme and grants obtained for the same.

(93) The expenditure on the training camp at Kanpur appears to be nothing but the expenditure connected with the Kanpur Convention of the Bharat Sevak Samaj.

(94) In respect of the Second All-India Gram Panchayat Training Centre at Gurukul Ashram organised in March 1959 the Ministry had pointed out to the Bharat Sevak Samaj that they had not obtained the approval of the Ministry for holding the Camp but still the expenditure on the Camp was included in the accounts and expenditure was allowed.

#### *Utilisation of Grants*

(95) From 1953-54 to 1965-66 grants totalling Rs. 36,18,535.60 were given for the Jan Jagran Scheme, out of which Rs. 1,40,224.87 remained unspent at the end of 1965-66. The utilisation certificates for the grants for the year 1965-66 have not been issued because the unspent amounts have not been refunded by the Samaj.

(96) Up to the end of 1965-66 Rs. 83,784.38 was the amount of outstanding bills. The unspent balance of grants at the end of 1965-66 was worked out without taking into account the outstanding bills. Thus the utilisation of grants have been worked not on the basis of actual payments but include estimated expenditure and unless the Samaj produce an account of the payments of the outstanding bills no grants were due on those amounts.

(97) Even though the grants for the Jan Jagran Scheme were stopped at the end of 1965-66 the Samaj has rendered a supplementary account from April 1, 1966 to March 31, 1968. Whether any grants are admissible on the supplementary account is a moot point as the grants for the Jan Jagran Scheme were stopped at the end of 1965-66 and the expenditure included in the supplementary account mostly pertains to the period after the stoppage of grants.

(98) Up to the year 1958-59 the grant payable for the scheme was the net expenditure on the scheme i.e., the gross expenditure minus the receipts. In May 1959 the National Advisory Committee on Public Cooperation recommended that the grants to voluntary organisations should be between 50% to 75% and the voluntary organisations should raise at least 25% from the public. The Ministry of Information & Broadcasting on

the basis of these recommendations decided that for the year 1959-60 the grants for the Jan Jagran Scheme would be 82½% which should be further reduced to 75% for the year 1960-61. For the Bharat Sevak the grant was to be limited to Rs. 30,000. These conditions were accepted by the Bharat Sevak Samaj. But no reduction was made for the year 1960-61 or 1961-62 and 82½% was paid during those 2 years also.

(99) The Samaj accepted these conditions but in February 1961 they raised the issue of the inadequacy of grants and they wanted the conditions regarding minimum matching contribution by the Samaj to be waived. The matter was taken to the Planning Commission by the Bharat Sevak Samaj. Subsequently it was decided to change the pattern of assistance and for 1962-63 for the Mass Contact Scheme 95% of the gross expenditure subject to a maximum of Rs. 3,40,000 and for the Bharat Sevak 75% of the gross expenditure subject to a maximum of Rs. 60,000 was fixed.

(100) In February 1963 the Bharat Sevak Samaj complained to the Ministry that there was a deficit of Rs. 1,34,139.23 in respect of the Bharat Sevak for the years 1959-60 to 1961-62 and they wanted this deficit to be made good by the Ministry.

(101) The Bharat Sevak Samaj set up a Committee to review the financial position and working of the Jan Jagran Group. An Adviser in the Planning Commission was its Chairman, the Financial Adviser in the Planning Commission was one of the Members and a worker of the Samaj was another Member. This Committee recommended that the deficit should be made good by the Government and this recommendation was sent to the Ministry and approved by another Committee in the Ministry but the concurrence of the Ministry of Finance was not obtained and no sanction has so far been issued.

The Samaj thus accepted certain conditions of the grants which required the Samaj to raise certain revenues. Later on the Samaj turned round and asked the Ministry to cover the entire deficit on account of the publication of Bharat Sevak without raising its share of the contribution and the deficits for only three years i.e., from 1959-60 to 1961-62 amounted to Rs. 1,34,139.23. The Samaj did not render its consolidated accounts which only would have shown the true financial picture of the Samaj and would have established the justification, if any, for giving grants. The Samaj had accumulated profit in their construction service up to 1965-66 of Rs. 3,31,244.02 and had also made substantial savings in 2 Exhibitions—one in Bombay of Rs. 58,162.52 and another in Gorakhpur of about Rs. 17,000.

#### *Payments of grants on liability*

(102) The amount of bills outstanding to be cleared up to 1965-66 amounted to Rs. 94,240.87 but the figure shown in the Receipts & Payment accounts of the Jan Jagran Group for the year ending 31-3-1966 was Rs. 83,784.38 only. Thus, the accounts of the Bharat Sevak Samaj were not correctly drawn up.

(103) The grants were released on expenditure which included the uncleared bills for which liabilities were outstanding. Thus, the Ministry had no control over the uncleared liabilities as grants were finalised including those figures.

(104) In the year 1956-57 amounts totalling Rs. 44,990.19, which were advanced by the Central Bharat Sevak Samaj to different centres of theirs, were adjusted in the accounts as final expenditure without getting proper accounts from those centres. Similarly, in the year 1957-58 an amount of Rs. 53,641.37 advanced to these centres by the Central Bharat Sevak Samaj was treated as final expenditure without getting proper accounts from the same. The Ministry admitted the expenditure so shown and finalised the grants without asking for further accounts.

Out of the amounts mentioned above the Bharat Sevak Samaj has produced before this Commission accounts for some centres for the year 1956-57 but for amounts totalling Rs. 60,230.37 there are no accounts. The grants released on these advances were irregular and not according to the terms of the grants.

(105) The total expenditure under the Jan Jagran Scheme for the year 1956-57 was Rs. 34,386.50 for the schemes of Jan Sahyog Kendras, Bulletins and Mass Contact, but grants totalling Rs. 37,512.16 were admitted by the Ministry and thus an amount of Rs. 3,125.66 was paid in excess.

(106) During the year 1957-58 grants totalling Rs. 6,820.84 were over paid under the Schemes of Jan Sahyog Kendras, Bulletins and Mass Contact. During the years 1959-60, 1960-61 and 1961-62 there was a condition that the headquarter's expenditure under the schemes of Bulletins, Jan Sahyog Kendras and Mass Contact was not to exceed 10 per cent of the total gross expenditure but the Samaj during these years debited part of the headquarter's expenditure as field expenditure and had exceeded the ceiling of 10 per cent and the Ministry has consequently over paid grants totalling Rs. 32,281.75 during these three years.

(107) During the years 1959-60, 1960-61 and 1961-62 the Central Samaj disallowed certain sums, totalling Rs. 5,172.45, out of the claims of the Pradeshes on account of the Bulletins. But when it made its claim from the Ministry it chose to include those amounts and they were

allowed by the Ministry. Thus it was an excess payment.

(108) During the years 1960-61 there was a condition in the grants that the expenditure on training schemes by whatever name they were called, was not to exceed Rs. 15,000 and the expenditure on exhibition and cultural programmes was not to exceed Rs. 10,000. But the expenditure exceeded the ceiling of Rs. 25,000 by Rs. 4,728.42 and the grants on this account at 82½ per cent i.e., amounting to Rs. 3,900.09 had been over paid.

(109) During the year 1963-64 there was a surplus of sale proceeds over expenditure in the publication of brochures of Rs. 4,856.50. This surplus was not taken into account by the Ministry while working out the grant for the Jan Jagran Scheme as a whole and these grants were over paid to the extent of Rs. 4,856.50 for that year.

(110) Up to the year 1960-61 no bank reconciliation statement was prepared by the Bharat Sevak Samaj and as a result the loss of a cheque and the fraudulent withdrawal of Rs. 31,523.45 went unnoticed. Even though the amount was subsequently made good by the bank the controls exercised by the Bharat Sevak Samaj were inadequate and they did not take any steps to verify whether there were any fraudulent withdrawals earlier.

(111) A draft for Rs. 740 sent to the Secretary of the Pradesh Information Committee, Ajmer, was forged by an employee of the Secretary but the amount was ultimately written off as the Samaj could not make any recovery. The Ministry had given grants to the Samaj to that extent.

(112) An amount of Rs. 40 sent by the Chairman of the Project Implementation Committee was received by a Job Manager in the Publication Division and the same was not shown in the accounts.

(113) One Mr. Chandan Singh was shown to have been employed both in the Jan Sahyog Kendra, Bahadurpur, as an Organiser and a Pracharak under the Mass Contact Scheme from April 1959 to November 20, 1959. The explanation of the Samaj was that the matter was old and it could not be investigated.

(114) Brochures worth Rs. 1,899.77 and Rs. 2,552.47 respectively were found short during physical verification of stocks in September 1961 and in January 1963. The explanation of the Samaj was that wrong entries had been made in the books maintained by inexperienced staff employed by the Samaj. Reply of the Samaj

shows that no proper books of accounts were maintained for the publications produced by the Bharat Sevak Samaj.

(115) A Bradma Dressing machine was purchased at a cost of Rs. 4,544 in November 1963 without obtaining any approval of the Ministry and without ascertaining its usefulness. The same was hardly used and could not even be disposed of so far.

(116) Amounts totalling Rs. 1,44,891.05 were due on account of the arrears in subscription of the Bharat Sevak and advertisement charges and sale proceeds of brochures and bulletins and some sundry advances. Only about Rs. 17,000 could be recovered by the end of March 1968 and the balance due as on March 31, 1968 was Rs. 1,27,488.07 and due to non-recovery of these amounts the Samaj has not been able to pay the unspent balance of Rs. 1,40,224.87 out of the grants due from them. Non-recovery of these amounts during all these years amount to pecuniary advantage given to those persons with whom the monies were lying.

(117) From 1953-54 to 1965-66 the Samaj had purchased furniture, equipments and other assets worth Rs. 1,42,553.14 out of the grants for the Jan Jagran Scheme. The samaj sent a list of the assets only once i.e., for the period ending March 31, 1962 and in that list the total value of assets was shown as Rs. 31,127.98 even though non-recurring expenditure on the purchase of those assets up to that time amounted to Rs. 80,946.23. Thus up to the end of March 31, 1962 assets of the value of Rs. 49,818.25 remained unaccounted for.

(118) The Ministry of Information & Broadcasting have not issued any instructions to the Samaj as to what should be done with the assets the purchase price of which was Rs. 1,42,553.14 acquired by the Samaj out of the Government grants from 1953-54 to 1965-66 even though the grants were stopped and the scheme was discontinued after March 31, 1966.

(119) The Samaj employed a number of persons for boosting up the sale of the Bharat Sevak and the brochures. Still commissions totalling Rs. 15,050.53 were paid to the staff specifically employed for the sale of these brochures and the journal, the Bharat Sevak. This was over and above the maintenance allowance and both items were debited to the grants.

(120) Even though the Samaj claimed that their employees were not paid any regular salary or allowances but were only paid a nominal contribution towards maintenance, called the Maintenance Allowance, to some of their employees conveyance allowance was paid and to some either rent free accommodation was given or

some house rent allowance paid. All these allowances were debited to the Government grants without obtaining any approval from the Ministry.

(121) Even the expenditure incurred on buildings hired by the Samaj which were used by the employees of the Bharat Sevak Samaj who had no connection with the Jan Jagran Scheme was debited to the Jan Jagran Scheme.

(122) From 1960-61 to 1964-65 in the Accounts of the Samaj payments to the Pracharaks are shown only in lump-sum and no receipts were obtained from the individual Pracharaks showing that the monies were disbursed to them. The lump-sums were given to an officer of the Central Bharat Sevak Samaj, who had not shown the account of the monies distributed to the different Pracharaks. Thus an amount of Rs. 3,08,683.39 which has been shown in the Accounts as lump-sum payments to Pracharaks for 1960-61 to 1964-65 does not show proper accounts showing disbursements to the individual Pracharaks.

(123) From the year 1957-58 to 1965-66 the Chartered Accountants had pointed out items for which no proper receipts were shown to them from the payees. This amounted to a total of Rs. 1,79,570.42.

(124) The Samaj did not devise a proper system for accounting local collections for the different Centres and the Chartered Accountants who audited the accounts had pointed out the absence of any check over the accounts of the different Centres.

(125) The accounts produced to the Ministry in respect of the Plan Centres and Seminars, the difference between the grants paid or payable and the expenditure was shown as local collections even though there was no evidence that any money was collected by the Centres. The accounts also do not show how the difference was met by the Centres and, therefore, the accounts of these are unreliable.

(126) In the year 1960-61 an amount of Rs. 6,000 was included in the accounts of the Jan Jagran Group on account of the cost of First Aid Boxes supplied to the different Centres of the Bharat Sevak Samaj. No approval for debiting this expenditure was obtained from the Ministry even though the First Aid Boxes had no connection with the Plan Publicity for which grants were given by the Ministry of Information & Broadcasting.

(127) The expenditure connected with the transport installation and maintenance of a printing press gifted by a Unit of the Bharat Sevak

Samaj to the Central Bharat Sevak Samaj was debited to the Jan Jagran Scheme but the sale proceeds of Rs. 3,500 of the Printing Press sold in 1965-66 were not credited to the Jan Jagran Scheme but were taken as the receipts of the General Section of the Bharat Sevak Samaj.

(128) Paper worth Rs. 640 was supplied to the Rakesh Press, the printers of the Bharat Sevak, for printing of brochures on July 10, 1959. It was never got back from the press nor the cost recovered even though no printing work was done at the Press.

(129) Paper worth Rs. 1,220.10 left with the Rakesh Press, the printers of the Bharat Sevak lying with the press after the stoppage of the printing of the Bharat Sevak in January 1966 was not recovered from the Press nor its cost recovered. An amount of Rs. 750 was paid to the Bombay Bhushan Press, Mathura, for printing of three Brochures but no printing was done. Only an amount of Rs. 100 was repaid by the Press and the balance was left with them.

(130) An amount of Rs. 2,000 was paid to Mr. Chakradhari Aggrawal in April 1959 for a Seminar at Mehrauli but no account was rendered by Mr. Chakradhari Aggrawal but later vouchers were traced for Rs. 1,018.40 stated to be in support of travelling allowance of 43 persons who had attended the Seminar and have been produced before this Commission but it has not been possible to verify whether these vouchers were already included in the accounts separately. At any rate Rs. 981.60 does not seem to have been accounted for by Mr. Chakradhari Aggrawal.

(131) An amount of Rs. 308.75 spent for the Bharat Sadhu Samaj at the time of Kumbh Mela at Hardwar has not been recovered. The Bharat Sadhu Samaj claims to have paid Rs. 300 out of this to Mr. C. B. Sharma, Secretary of the Jan Jagran but there is no entry in the accounts books of the Jan Jagran.

(132) Rs. 3,000 remain outstanding against Mr. Gopal Sharma, S/o Mr. C. B. Sharma being the outstanding subscription for the Bharat Sevak.

(133) The Samaj has not produced accounts of the individual Kendra from April 1, 1956 nor have they produced the vouchers and other connected documents in respect of the expenditure of those Kendras. Only lump sum amounts have been shown in the accounts rendered to the Ministry.

(134) From 1955-56 to 1965-66 the Samaj claimed and got grants totalling Rs. 89,061.22 from the Ministry for the publication of Bulle-



tins. But so far they have remitted only Rs. 51,789.19 to the Pradeshes for the publication of the Bulletins and balance of Rs. 37,272.03 has been retained by the Central Bharat Sevak Samaj and unless and until this is remitted to the Pradeshes this amount cannot be said to have been properly utilised. Further no accounts of the Pradeshes have been produced which would show how the Pradeshes raised the moneys for covering the deficits.

(135) An amount of Rs. 1,400 on account of the salary of the Pradesh Convenor, Orissa for seven months paid out of the Jan Jagran grants were repaid by him when he got his salary from out of the State Government grants. But this amount of Rs. 1,400 has not been repaid to the Government of India.

(136) Expenditure totalling Rs. 56,893.19 which had no connection with the Plan Publicity work or the Jan Jagran Scheme was debited to the Jan Jagran Scheme from 1955-56 to 1965-66 and grants have been obtained on this expenditure from the Ministry of Information & Broadcasting. This is an improper utilisation of the grants for purposes not intended in the sanction for the grants.

(137) From the year 1956-57 to 1965-66 the Samaj incurred expenditure totalling Rs. 4,45,533.22 on headquarters for the schemes of Bulletins, Jan Sahyog Kendras, Mass Contact, and printing of a 15-Point Appeal of the Prime Minister and expenditure separately shown as headquarter expenses. Upto the year 1958-59 no limits were laid down for expenditure at Headquarters. From the year 1959-60 to 1961-62 the expenditure at the Headquarters was to be limited to 10% of the gross expenditure on the field schemes. In the years 1963-64 and 1964-65 also no limits were laid down for the Headquarters expenses.

The Ministry also did not lay down any pattern for the staff to be employed at Headquarters.

(138) From the year 1960-61 to 1965-66 grants admitted by the Ministry for the Plan Information Centres and the Seminars amounted to Rs. 3,28,086.85 but in respect of these grants the Central Bharat Sevak Samaj had remitted Rs. 2,41,622.45 and the balance of Rs. 86,464.40 was not sent to the Pradeshes and the different centres by the Central Bharat Sevak Samaj and, therefore, the same cannot be said to have been utilised. Neither the Pradeshes nor the centres have produced accounts showing how they met the deficit of Rs. 86,464.40 and in the absence of accounts showing how that money was raised it cannot be said that the amounts have been properly utilised.

(139) The Receipt and Payment Accounts of the Bharat Sevak Samaj for the year 1965-66 show the amounts due to the Pradesh for the Plan Information Centres and Seminars as Rs. 49,952.48 as on March 31, 1966 whereas the accounts for the different years show that the amounts remitted by the Central Bharat Sevak Samaj to the Pradeshes work out to Rs. 86,464.40. Thus, there is a difference of Rs. 36,511.92 between the actual figures and what is shown in the accounts. In view of this difference the accounts prepared by the Bharat Sevak Samaj and sent to the Ministry cannot be accepted as correct.

(140) The Chartered Accountant and the Accountant General, Central Revenues, who audited the accounts of the Jan Jagran Group had listed out a number of items for which no supporting payees receipts or vouchers were produced by the Bharat Sevak Samaj. The Samaj when asked by this Commission to produce the wanting documents could not produce those documents for items totalling Rs. 1,79,570.42. In the absence of supporting documents like the vouchers, payees receipts etc., this amount cannot be said to have been properly utilised.

(141) From 1960-61 to 1966-67 the Samaj was given a quota of imported mechanised glazed paper for 29.78 tonnes and for news print for 16.11 tonnes. The Samaj did not keep proper accounts of this quota paper and has not produced any records to show that the paper was actually consumed for the publications for which quota paper was given.

(142) On the basis of the theoretical consumption rate the Samaj should have had paper valued at Rs. 11,356.06 when the publications were stopped but the stock register of the Samaj showed the value of the closing stock of paper as only Rs. 1,220.10 and that also was lying with the Printing Press from whom it has not been recovered.

(143) Even though the publications had stopped in January 1966 a quota for mechanised glazed paper for 2.37 tonnes was given in 1966-67 which obviously was not used for the publications at all.

(144) The Samaj brought out a number of priced brochures and on the basis of the price indicated on the Brochures the sale price which should have been credited for the number of copies reported to have been sold was Rs. 1,55,573.00 but the Samaj has actually shown sale proceeds of Rs. 93,050.43 in the accounts and a sales commission of Rs. 1,876.57. The balance of Rs. 60,646.00 remains unaccounted for.

(145) The record produced before the Commission and the various tables prepared show



that the Bharat Sevak Samaj was unable to sell the journal Bharat Sevak and the brochures and the bulletins produced by it in sufficiently large or even adequate numbers. Not only this, they could not even be distributed free in spite of the fact that there were a large number of people employed by the Samaj as Pracharaks, District Information Organisers, Pradesh Organising Secretaries and several other officials of the Bharat Sevak Samaj. The stock was left unsold and undistributed in fairly large quantities which shows that the attempt at Plan Publicity through the media adopted by the Samaj was not very successful if not feeble. Surprisingly enough the material left over could not even be disposed of as waste paper.

(146) A number of officials of the Bharat Sevak Samaj performed tours but no reports showing the work done during the tours were attached to the travelling allowance bills. Even the scanty details given in the T.A. Bills show that as much as Rs. 47,977.74 was spent on Travelling Allowance on account of tours which had no connection with the Jan Jagran Scheme whatever. This was not a proper utilisation of the grants.

(147) A scrutiny of the accounts of the different schemes of Jan Jagran shows that the monies were utilised for keeping a biggish number of staff at the Central Pradesh and district levels who were actually doing the organisational

work of the Bharat Sevak Samaj. Their salary and allowances and tour expenses were debited to the Jan Jagran Scheme even though their main function were for keeping and expanding the Bharat Sevak Samaj organisation.

The grants given for the Bharat Sevak were utilised by the Bharat Sevak Samaj for bringing out a "house organ" which was meant mainly for the Bharat Sevak Samaj. In the name of Plan Publicity it was the publicity of the Bharat Sevak Samaj that was being done by the journal and the Plan Publicity, if any, was incidental only.

The Brochures brought out under the grants of the Ministry of Information and Broadcasting did not also have very much to do with Plan Publicity and majority of them were just pamphlets meant for publicising the activities of the Bharat Sevak Samaj or its leaders.

The grants given for Seminars, exhibitions, training programmes etc., under the Jan Jagran scheme were mostly utilised for holding the conventions of the Bharat Sevak Samaj and the meetings of its workers.

Thus on the whole the Jan Jagran scheme did not subserve the real purpose of Plan Publicity; at least there is little evidence of that and the grants were largely used for the organisational work of the Bharat Sevak Samaj and for setting up its Units.

